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# NATIONAL DEFENSE MIGRATION

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# HEARINGS

BEFORE THE

## SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION HOUSE OF REPRESENTATIVES

SEVENTY-SEVENTH CONGRESS

FIRST SESSION

PURSUANT TO

## H. Res. 113

A RESOLUTION TO INQUIRE FURTHER INTO THE INTERSTATE
MIGRATION OF CITIZENS, EMPHASIZING THE PRESENT
AND POTENTIAL CONSEQUENCES OF THE MIGRATION CAUSED BY THE NATIONAL
DEFENSE PROGRAM

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## PART 13

## HARTFORD HEARINGS

JUNE 24 AND 25, 1941

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Printed for the use of the Select Committee Investigating
National Defense Migration

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Printed for the use of the Select Committee Investigating National Defense Migration

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# CONTENTS

Page
List of witnesses V
Tuesday, June 24, 1941, morning session 5021
Testimony of Hon. Robert Hurley 5022
Statement by Hon. Robert Hurley 5022
Testimony of Hon. Robert Hurley, resumed 5024
Testimony of Hon. Thomas Spellacy 5028
Statement by Hon. Thomas Spellacy 5029
Testimony of Hon. Thomas Spellacy, resumed 5042
Testimony of Major Leonard J. Maloney 5051
Statement by Major Leonard J. Maloney 5051
Testimony of Major Leonard J. Maloney, resumed 5108
Testimony of Frank E. Robbins 5117
Testimony of Milton H. Glover 5123
Statement by Milton H. Glover 5123
Testimony of Milton H. Glover, resumed 5136
Testimony of Mrs. Ivy Despard 5138
Testimony of N. Searle Light 5144
Statement by N. Searle Light 5144
Testimony of N. Searle Light, resumed 5176
Testimony of J. E. Nichols 5179
Testimony of N. Searle Light, resumed 5180
Tuesday, June 24, 1941, afternoon session 5183
Testimony of John W. Nickerson 5183
Statement by E. Kent Hubbard 5184
Testimony of John W. Nickerson, resumed 5185
Statement by Donald S. Sammis 5188
Testimony of Donald S. Sammis 5192
Testimony of Dr. Albert S. Gray 5196
Statement by Dr. Albert S. Gray 5196
Testimony of Dr. Albert S. Gray, resumed 5218
Testimony of Ernest A. Stowell 5220
Statement by Ernest A. Stowell 5221
Testimony of Ernest A. Stowell, resumed 5234
Testimony of Dr. Millicent Pond 5239
Statement by Dr. Millicent Pond 5241
Testimony of Dr. Millicent Pond, resumed 5246
Testimony of Albert F. Snyder 5248
Statement by Albert F. Snyder 5249
Testimony of Albert F. Snyder, resumed 5259
Testimony of Norris W. Ford 5261
Statement by Norris W. Ford 5262
Testimony by Norris W. Ford, resumed 5271
Testimony of Mike Du Mond 5275
Testimony of Dr. Stanley H. Osborn 5278
Statement by Dr. Stanley H. Osborn 5279
Testimony of Dr. Stanley H. Osborn, resumed 5291
Testimony of Nicholas Tomassetti 5293
Statement by Nicholas Tomassetti 5293
Testimony of Nicholas Tomassetti, resumed 5296
Testimony of Kenneth Hickman 5299
Wednesday, June 25, 1941, morning session 5303
Testimony of Hon. George J. Coyle 5303
Reports by Hon. George J. Coyle 5304
Testimony of Hon. George J. Coyle, resumed 5307
Testimony of Elmer Olsen 5310
Testimony of T. R. Downs 5311
Statement by T. R. Downs 5311
Testimony of T. R. Downs, resumed 5314
Testimony of William T. Pinault 5319
Testimony of Russel H. Allen 5325

Wednesday, June 25, 1941, morning session—Continued. Page
Statement by Russel H. Allen 5326
Testimony of Russel H. Allen, resumed 5329
Testimony of William J. Ryan 5340
Statement by William J. Ryan 5340
Testimony of William J. Ryan, resumed 5348
Testimony of Hon. Jasper McLevy 5355
Statement by Hon. Jasper McLevy 5356
Testimony of Hon. Jasper McLevy, resumed 5358
Testimony of Benjamin Lenda 5362
Testimony of John J. Egan 5365
Testimony of William H. Bulkeley 5371
Statement by William H. Bulkeley 5371
Testimony of William H. Bulkeley, resumed 5374
Testimony of Hon. William J. Miller 5376
Wednesday, June 25, 1941, afternoon session 5378
Testimony of Herbert Booma 5378
Testimony of Ben Abrams 5378
Statement by Ben Abrams 5378
Testimony of Ben Abrams, resumed 5382
Testimony of Ralph C. Lasbury 5386
Statement by Ralph C. Lasbury 5387
Testimony of Ralph C. Lasbury, resumed 5394
Testimony of W. L. Harris 5396
Testimony of Leonard P. Ball 5398
Testimony of Arthur V. Geary 5399
Testimony of William Richardson 5406
Testimony of Mary Smith 5408
Testimony of George Gershel 5410
Statement by George Gershel 5410
Testimony of George Gershel, resumed 5412
Testimony of George Hayes 5414
Statement by George Hayes 5415
Testimony of George Hayes, resumed 5418
Testimony of Daniel Howard 5421
Statement by Daniel Howard 5421
Testimony of Daniel Howard, resumed 5432
Testimony of John Luddy 5434
Exhibits introduced by staff members 5437
Exhibit 1. Farm Labor in Connecticut 5437
Exhibit 2. Connecticut Industrial Activity and Need for Work Projects Administration Employment 5454
Exhibit 3. Interstate Movement of Workers 5459
Exhibit 4. Impact of National Defense Program on the Hartford Negro 5463
Exhibit 5. Impact of Defense Activities on New London Area 5466
Exhibit 6. Defense Activities in New London 5474
Exhibit 7. Operations of East Hartford Aircraft Federal Credit Union 5476
Exhibit 8. Bristol Housing Emergency 5478
Exhibit 9. Housing in East Hartford 5479
Exhibit 10. Social Services in Bridgeport 5481
Exhibit 11. Migration of Motor Vehicle Operators 5487
Exhibit 12. Mobile Housing 5489
Exhibit 13. Defense Problems in Waterbury 5490
Exhibit 13–B. Health Conditions in Waterbury 5491
Exhibit 13–C. Employment and Business Indexes of Waterbury 5493
Exhibit 14–A. Points of Origin of Labor Supply 5499
Exhibit 14–B. Statistical Report, May 1941 5503
Exhibit 14–C. Survey of Hourly Earnings 5504
Exhibit 14–D. Survey of the Physically Handicapped 5507
Exhibit 14–E. Negro Workers in Hartford County Factories 5507
Exhibit 15. Attempt to place Union Workers from the South 5508
Exhibit 16. Recommended Federal Housing Programs in Connecticut Defense Area 5511
Exhibit 17. Recruitment and Training of Labor for Defense 5516
Exhibit 18. Purchasing Procedure of the War Department 5523
Exhibit 19. Vocational Rehabilitation Service 5524
Exhibit 20. Applications to Central Homes Registry 5531

## LIST OF WITNESSES

### Hartford Hearings, June 24 and 25, 1941

| | Page |
|---|---|
| Abrams, Ben, secretary of the Hartford Civic and Economic Welfare Council, Hartford, Conn | 5378, 5382 |
| Allen, Russell, member of the Hartford Housing Authority, Hartford, Conn | 5325, 5329 |
| Ball, Leonard P., farm placement center of the State employment service, Hartford, Conn | 5398 |
| Booma, Herbert, chairman of the housing committee, Chamber of Commerce, East Hartford, Conn | 5378 |
| Bulkeley, William, vice president, National Travelers' Aid, Hartford, Conn | 5371, 5374 |
| Coyle, Hon. George J., mayor, New Britain, Conn | 5303, 5307 |
| Despard, Ivy (Mrs.), trailer camp, South Windsor, Conn | 5138 |
| Downs, T. R., employment supervisor, United Aircraft Corporation, Hartford, Conn | 5311, 5314 |
| Du Mond, Mike, an employee of the Colt Arms Co., of Hartford, Conn | 5275 |
| Egan, John J., State secretary of the American Federation of Labor, Hartford, Conn | 5365 |
| Ford, Norris W., manager of the Manufacturers Association of Connecticut, Hartford, Conn | 5261, 5271 |
| Geary, Arthur V., farm placement supervisor for the Connecticut State Employment Service, Hartford, Conn | 5399 |
| Gershel, George, shade tobacco grower, 801 Windsor Street, Hartford, Conn | 5410, 5412 |
| Glover, Milton H., chairman of the budget committee, Hartford Community Chest, Hartford, Conn | 5123, 5136 |
| Gray, Dr. Albert S., director of division of industrial hygiene of the State department of health, Hartford, Conn | 5196, 5218 |
| Harris, W. L., Hartford County Farm Bureau agent, 95 Washington Street, Hartford, Conn | 5396 |
| Hayes, George, Internal Revenue Department, Tariffville, Conn | 5414, 5418 |
| Hickman, Kenneth, 35 Mahl Avenue, Hartford, Conn | 5299 |
| Howard, Daniel, representing the Connecticut Conference on Social and Labor Legislation, Windsor, Conn | 5421, 5432 |
| Hurley, Hon. Robert, Governor of the State of Connecticut, Hartford, Conn | 5022, 5024 |
| Lasbury, Ralph, speaking on behalf of the agriculture subcommittee and State defense council and representing growers, Hartford, Conn | 5386, 5394 |
| Lenda, Benjamin, machine operator, Pratt & Whitney Co., Hartford, Conn | 5362 |
| Light, N. Searle, director, bureau of supervision, State department of education, Hartford, Conn | 5144, 5179, 5183 |
| Luddy, John, wholesale cotton dealer, Windsor, Conn | 5434 |
| Maloney, Maj. Leonard J., director, Connecticut State Employment Service | 5051, 5108 |
| McLevy, Hon. Jasper, mayor, Bridgeport, Conn | 5355, 5358 |
| Miller, Hon. William J., former Member of Congress from the State of Connecticut | 5376 |
| Nichols, N. E., supervisor of buildings and plans, State department of education, Hartford, Conn | 5180 |
| Nickerson, John W., chairman of the emergency employment committee of the Manufacturers Association of Connecticut, Inc., Manchester, Conn | 5183, 5185 |
| Olsen, Elmer, chairman of the planning commission, New Britain, Conn | 5310 |
| Osborn, Dr. Stanley H., State commissioner of health, Hartford, Conn | 5278, 5291 |
| Pinault, William P., migrant worker, 87 Park Street, Hartford, Conn | 5319 |

Page
Pond, Dr. Millicent, employment manager, Scovill Manufacturing Co., Waterbury, Conn. 5239, 5246
Richardson, William, a migrant worker 5406
Robbins, Frank E., and Mrs. Frank E. (Jean), Pratt & Whitney trailer camp, Hartford, Conn 5117
Ryan, William J., superintendent, department of public welfare, Hartford, Conn 5340, 5348
Sammis, Donald S., works manager of Underwood-Elliott-Fisher Co., Bridgeport, Conn 5192
Smith, Mary, 21 Avon Street, Hartford, Conn 5308
Snyder, Albert F., industrial relations manager of the Winchester Repeating Arms Co., New Haven, Conn 5248, 5259
Spellacy, Hon. Thomas, mayor of the city of Hartford, Conn 5029, 5042
Stowell, Ernest A., employment manager, Underwood-Elliott-Fisher Co., Hartford, Conn 5220, 5234
Tomassetti, Nicholas, representing the Congress of Industrial Organizations, New Britain, Conn 5293, 5296

# NATIONAL DEFENSE MIGRATION

## TUESDAY, JUNE 24, 1941

### MORNING SESSION

House of Representatives,
Select Committee Investigating
National Defense Migration,
*Washington, D. C.*

The committee met at 10 a. m., Tuesday, June 24, 1941, in the State Capitol Building, Hartford, Conn., Hon. John H. Tolan (chairman), presiding.

Present were: Representatives John H. Tolan (chairman) of California; John J. Sparkman of Alabama; Laurence F. Arnold of Illinois; and Carl T. Curtis of Nebraska.

Also present: Robert K. Lamb, staff director; John W. Abbott, chief field investigator; Francis X. Riley and Frank B. Wells, field investigators; and Irene Hageman, field secretary.

The Chairman. The committee will please come to order.

Governor Hurley is our first witness. Governor, we know you are a busy man in a busy city, and we will hear you as the first witness.

I want to say on behalf of the committee that we are deeply appreciative of your coming here and starting off these hearings. We have had excellent success with governors and mayors, as well as others. Everybody seems to be interested in this problem.

This committee was appointed by the Speaker of the House over a year ago. We have traveled all over the United States, starting at New York City with our first hearing, to show that this migration problem is not connected solely with any one State but that all are involved. We traveled over the whole country and made our report to Congress on the general subject of migration. We found that there had been as many as 4,000,000 of the American people moving out of their own States at one time and wandering about the country in search of employment, and that in most instances they wound up Stateless, homeless, and voteless.

When the national-defense program had reached its stride, this migration became further accelerated, and the transient status of people aggravated. Congress therefore, in view of the dangers inherent in such a situation unless it be controlled, thought it wise to continue the committee. So that is what we are concerned with now, the national-defense program, and the effects of the migration necessitated by it, upon States like Connecticut.

The committee has outlined as its immediate work these hearings in Connecticut, and then we go to New Jersey, and following that to Baltimore; then back to Washington to make a preliminary report to Congress.

The committee has also visited San Diego, Calif., which is probably, if I may say it, "the hottest spot" in the United States.

We are holding these hearings in order to give Congress as accurate a picture as we can of what your problems are in the State of Connecticut, with reference to migration.

We are not here to show up any witness or to cross-examine anyone, but just to get the facts, so that we can report to Congress and then see what can be done about it.

Now, that in brief is why we are here and, Governor, any remarks you would like to make at this time we would be only too glad to hear.

## TESTIMONY OF HON. ROBERT HURLEY, GOVERNOR OF THE STATE OF CONNECTICUT, HARTFORD, CONN.

Governor HURLEY. Thank you, Mr. Chairman. I have, of course, received my information about this problem from the various agencies that we have set up to look into it and make reports to the governmental authorities.

I have prepared a short statement which I will be glad to read. It is in rough form and I will have it typed and submit it to the committee later if the committee desires to have it.

The CHAIRMAN. Let me interrupt you to say, Governor, that after these hearings, if there are any additional data you think the State of Connecticut should place in our records, we will be glad to hold the record open for a week or 10 days, so that you can supplement what you have to say today.

Governor HURLEY. That will be very fine, because there exist further data concerning this that I would like to present to the committee. I have tried to sum up what I have here from data submitted to me by the various agencies—our defense council, our State labor department, and others. We have gone into this problem fully. My prepared statement is a short summary of what I have been able to find out about the problem. [Reading:]

### STATEMENT OF GOV. ROBERT HURLEY OF CONNECTICUT

The problem of adequate housing created by migratory workers exerts a social and economic pressure upon the people of Connecticut that becomes increasingly more acute with the expanding needs of defense production.

In area we are a small State, but because of our industrial capacity and our skilled workers we have been allotted an immense share of the national-defense production. I believe that the figure is somewhere about $1,000,000,000 at the present time that is under order in the State of Connecticut, and the State has become an important source of materials needed in the building up of this country as the arsenal of democracy.

From everywhere skilled and unskilled workers have been coming to our State looking for jobs. Many of them are given employment. All of them, however, have added to the seriousness of our housing needs. I would not be overstating the fact if I should tell you that in every community in our State where there is production for defense, there is a great housing shortage and, moreover, that housing shortage will not be diminished in the near future despite the sporadic housing construction that is in progress here and there. On the contrary, it will probably develop into an even graver housing situation.

#### NEW ORDERS CALL FOR 50,000 MEN

As you know, on May 16 considerably more than a half billion dollars of new defense orders were placed in this State. This added defense production will require, according to a study made recently, at least an additional 50,000 new full-time workers.

Our study also shows that for the immediate future there is need for an additional 10,000 seasonal workers in agriculture. I would like to state that our Connecticut Valley and the lower Housatonic Valley are great tobacco-producing areas. These areas in Connecticut produce tobacco for cigar manufacture, and a great many seasonal workers come in here from the South each year to work these crops.

The CHAIRMAN. When is that season, Governor Hurley?

Governor HURLEY. The planting period begins about June 1 and the season runs into September, when the last of the tobacco is harvested.

The CHAIRMAN. Do you anticipate any shortage in that type of labor for this year?

Governor HURLEY. Yes; there is considerable shortage at the present time. [Continues reading:]

We have been trying to get boys from colleges and schools, both in the South and in our own area here, to go to work on those farms but we haven't been very successful so far, although a number have come up from the South.

### RENT PROFITEERING

All of this complicates the housing situation, which as I indicated before, is a major problem. Indeed, the demand for adequate sanitary dwellings is disproportionately above any available supply, and in many places the trend of rents has risen so sharply that we are confronted with the additional problem of rent profiteering and rent gouging.

That part of the housing problem I attempted to solve when, during the recent session of the general assembly, we put in legislation that would prohibit rent gouging, but that was defeated, and we are now left in the position that we have to appeal to landlords. The bill unfortunately did not pass the lower house, although it did pass the senate. Thus the only means the State government now has to curtail gouging and profiteering is to appeal to the dormant patriotism of certain landlords not to seize upon this defense emergency as an opportunity for making exorbitant profits.

Profiteering has been blocked in most defense industries, not only because of the farsightedness of the President, but also because of the patriotic cooperation of the industrialists themselves. This same cooperation must be shown in housing if that problem is to be solved. And it is imperative that it be solved to insure the health and the security of our workers as well as the most efficient prosecution of the national-defense effort.

### IMPORTATION OF LABOR

In my opinion a partial solution of the housing shortage lies in encouraging employers to use the full force of Connecticut's industrial manpower before they draw upon the labor surplus of other States.

I make that statement because a survey made by our labor department and employment service shows that we still have a great number of Connecticut citizens who are not employed in our defense industries, while a great number who have come in from other States have been employed.

We can and must work toward the abolition of discriminatory practices in the hiring of workers so that skilled Connecticut workers will not be disqualified because of race, color, or creed. We can encourage the training of Connecticut women for those defense jobs to which women can be adapted. We can work toward the eradication of discrimination against married women for defense jobs.

### HOUSING A FEDERAL PROBLEM

In my judgment, however, these steps of themselves would not solve the problem of housing.

I believe the solution of that problem rests almost entirely in the hands of the Federal Government and should be recognized as a problem of the Federal Government. I believe that housing, especially in this time of defense emergency, should be regarded by the Federal Government as a vast national problem, comparable to the problem of training a great Army and Navy and of creating in America an "arsenal for democracy." Housing must be included in that picture of total defense.

In my judgment, the Federal Government should adopt all necessary measures for the immediate planning, construction, and financing of large-scale housing facilities in all defense centers.

I believe that the Federal Government should also provide recreational facilities for defense workers, as well as roads, highways, street improvements, health facilities, and schools wherever they are needed.

It cannot be expected that the municipalities affected by the defense housing problems will be able to adopt effective measures for solving these problems. Many of the municipalities are still suffering from the effects of the last depression.

These municipalities are understandably timid and anxious with respect to the disastrous effects of boom-time activities; they justifiably discourage makeshift construction and consequently impose housing conditions that are not adequate to a national emergency. Furthermore, the migratory worker is looked upon by the municipalities as a present or future relief problem. I cannot see the problem as anything but a national one. In building the Nation into a mighty armed camp ready to fight off aggression the Federal Government should take into account the indispensable part being played by industry and should assume responsibility for all those things that will make such a camp strong.

## TESTIMONY OF GOVERNOR HURLEY—Resumed

The Chairman. Governor, I don't know if there is anything in there that I cannot agree with. As a matter of fact we started off in New York with Mayor LaGuardia saying, "Even the migration problem prior to this emergency was a national problem."

Now, Governor, the selective service indicated an appalling state of health in the Nation, didn't it?

Governor Hurley. Yes.

The Chairman. And doesn't that strike right at our national defense? We put up these great national-defense projects, but we don't take care of the health and the education and the housing and sanitation of these people who come in here in the name of national defense. We are making just as serious a mistake as we made in the last war. You cannot divorce Army and Navy morale from civilian morale; it just can't be done.

Governor Hurley. I don't believe it can be.

The Chairman. They are all a part of the one program. In other words there is more to this thing than just guns and bullets. You must have healthy people and you must keep them healthy.

Now, I understand that in Connecticut you have 1.3 percent of the total population of the United States, and you have 4.17 percent of the total national-defense contracts?

Governor Hurley. Yes.

The Chairman. People are encouraged by the Federal Government to come here and that involves the problem of housing them; it involves the problem of protecting their health, their lives from fire hazards and many other things.

In San Diego the committee found that the population had increased by 100,000 people. The Kearney Mesa housing project is located about 5 miles from the city of San Diego. The builders went right out there in the sagebrush and constructed 1,766 housing units to house 10,000 people. That project is half finished and we were amazed to see the way they were getting along. There was no confusion or anything.

But Connecticut can't do that; Hartford can't do that. You haven't the money to do it, have you?

Governor Hurley. The city hasn't of course, nor has the State made any provision for anything like that.

The Chairman. Have you any national-defense housing project?

### HOUSING PROJECTS UNCOORDINATED

Governor HURLEY. Yes; the U. S. H. A. is building, I believe, in Bridgeport, Hartford, Waterbury, and New London, but I have become rather confused about these various Federal housing agencies. It seems to me that there is competition in our State among the various agencies. I know that I have talked to the mayors of the municipalities. These mayors have set up housing authorities and also registries where migratory workers can go and find out what the rents are and where available housing facilities are located, but it seems to me that the Agriculture Department and the Work Projects Administration and the U. S. H. A. are in competition with one another as to setting up these housing projects in our various cities.

I have heard that one city was waiting because another Federal agency had made an offer that seemed more advantageous to the city. There doesn't seem to be any coordination.

The CHAIRMAN. You think there should be.

Governor HURLEY. I think there should be. I think there should be a Federal coordinator here who would be the contact man for the Federal Government in our municipalities.

The CHAIRMAN. In other words, supervise the larger picture?

Governor HURLEY. That is right.

### RENT SITUATION

The CHAIRMAN. Now, with reference to the rent problem: When we went to San Diego, the chamber of commerce reported to me that everything was satisfactory. But, I said, "You still want $21,000,000; the Federal Government has appropriated $150,000,000 for the entire United States. How about your rents?"

They said: "Well, we don't know about those."

Governor HURLEY. Chambers of commerce don't usually know about those things.

The CHAIRMAN. So we put a migrant witness on the stand who testified that he had six children and that he had a one-room house and that he paid $18 a week for it. That is approximately $80 a month. He testified that he was earning $135 a month. A rent-control committee was formed in San Diego, but of course that committee has no power. In that respect the situation was similar to your own; they wanted power to enforce their orders.

Your mentioning the matter here brought that situation to my mind, and I am glad you brought it up because rent gouging, as you indicated, is a disastrous practice.

### FOUR-YEAR SETTLEMENT REQUIREMENT

Mr. SPARKMAN. Governor Hurley, I would just like to have your comment on this phase of the problem, with which I think we should be greatly concerned: What is going to happen to these people when this thing is over?

Governor HURLEY. That is a question that alarms all of us here. We have a relief law in our State that establishes the length of time a person must live in a municipality or one of our towns before he becomes a ward of that town or of the State.

Mr. SPARKMAN. What is that length of time?

Governor HURLEY. Four years.

Mr. SPARKMAN. I don't believe you stated in your typewritten statement what the increase in population for the State of Connecticut is reasonably considered to be as a result of this defense program. Do you know that, approximately?

Governor HURLEY. No; that figure I can't tell you.

Mr. SPARKMAN. I notice in the mayor's statement for the city of Hartford, for instance, the estimate of an increase of 35,000, and I just wondered if you had any similar estimate for the State as a whole.

Governor HURLEY. I think Mr. Maloney, in his report, will give you that figure. I don't happen to have it.

Mr. SPARKMAN. Of course we are all bound to recognize the fact that this thing is coming to an end some day, and when it does we might as well be ready for a tremendous shock; don't you think so?

Governor HURLEY. I do.

### PUBLIC WORKS AS SHOCK ABSORBER

Mr. SPARKMAN. Do you have any suggestions as to what the Federal Government ought to be doing to prepare for that shock? For after all, that is what we are trying to accomplish; that is the question we are trying to answer—how to care for migrants temporarily while this program is on, and then absorb the shock when it is over.

Governor HURLEY. Well, I think that part of the problem is one for the industrialists who must provide for the let-down that will come after the national-defense orders have stopped. Secondly, I think that the Federal Government will have to go back into a public-works program in order to absorb some of these workers.

I don't think that the situation should be allowed to become as acute as it did during the last depression when a great proportion of our population was allowed to become pauperized before the Federal Government took action.

Mr. SPARKMAN. It was the concern of the Federal Government that gave us this mandate to go out and study the problem in order that we might not again let it become so acute. But let me ask you about your remark in connection with letting the industrialists take care of the situation. Do you mean by that that during the present time they should slow down as much as possible in the production of their normal products and go into defense production, and then, when it is over, be prepared to swing back into normal production?

Governor HURLEY. I have talked to some industrialists along that line and I have been informed by some of our larger manufacturers that the production of new and better household appliances, for instance, is being held up, to be put on the market after this is over, and that their research departments are continuously working to improve radios, washing machines, and so on, so that they can be put upon the market and advertised about the time that their defense production begins slackening.

### BACKLOG PROGRAM OF PUBLIC WORKS

Mr. SPARKAMN. Now, in regard to the public works program: Do you believe that Congress should be building up a kind of backlog program now?

Governor HURLEY. I do.

Mr. SPARKMAN. In other words, getting the projects authorized and ready to start work in order to avoid such things as C. W. A. and F. E. R. A., and the other experimental agencies of the last depression?

Governor HURLEY. That is right. I don't believe that the C. W. A. type of program will work again.

Mr. SPARKMAN. Your idea would be something along the lines of a P. W. A.?

Governor HURLEY. The construction of recreational facilities, schools, sewers, and so forth, to be built by contractors who are now engaged in building up these defense plants of ours. And then I don't know, frankly, what could be done with these people we are now training as machinists and tool makers and so forth. It would seem to me those people must be absorbed by industry in some new line.

### DISTRIBUTION OF NEW WORK PROJECTS

Mr. SPARKMAN. Now, of course, the public works cannot be designed to fit exactly into the places to which the people are now migrating. That is, it is possible that many great public-works projects will be far removed from any present defense centers. Do you not think that the natural pull of those projects will shift your population away from these areas of concentrated defense contracts?

Governor HURLEY. Yes, I do to a certain extent. It seems to me that these people are coming here solely because Connecticut offers them employment in defense industries. I don't think they are coming here with any intention of becoming permanent residents of the State.

### SLUM CLEARANCE FOR DEFENSE HOUSING

Mr. SPARKMAN. What are you going to do about the housing that you are now building for them?

Governor HURLEY. Well, the housing, I think, should be in the form of slum-clearance projects. In other words, if we are going to build new homes to take care of the migratory workers they should be available for rent by those who now occupy substandard homes, what we call slums, which the Federal Government is now desirous of clearing up so that the low-income population in our cities can move away from unsanitary homes they now occupy when these people go out.

### TYPES OF HOUSING ADVOCATED

There is quite a difference of opinion in our own State in the various municipalities as to the type of homes that should be put up. Some advocate houses that can be demolished after these people have left; others advocate the more permanent type of homes, such as were built in Bridgeport during the World War and later on became very desirable as homes for workers who moved in there.

Mr. SPARKMAN. In a great many areas they are using the collapsible or removable type of home.

Governor HURLEY. That is right.

Mr. SPARKMAN. Building them in sections so they can move them by trailers and trucks and barge them up and down the rivers.

Governor HURLEY. I think that probably in some areas they are desirable, but it is my own opinion that they are not desirable for Connecticut, due to climatic conditions.

The Chairman. Governor Hurley, there isn't any question in my mind, and I don't think there is in yours, that unless we can anticipate and provide some cushion after this war is over, conditions may create just as dangerous a situation as could any possible attack on our land by any nation. Do you agree with me?

Governor Hurley. I do; yes.

The Chairman. Now, the President has issued an Executive order calling for a survey for public works after the war is over. But, of course, the weakness of that is that we haven't appropriated any money for it and we may not have any money after this thing is over.

### DISMISSAL WAGE

Now look at the picture that is before us. There are millions of migrants moving from State to State now on account of the defense program. It is only reasonable to assume that if they had had positions where they came from, they would not have moved.

So we are deeply concerned about making some recommendation to Congress as to how these migrants can save a little of the money that they are now making to provide a cushion when this thing is over. The Government may not have the money for them. But if they have a few hundred dollars for themselves until the Government can get its breath again it will be of tremendous benefit to the country.

Along that line we had a witness who testified at San Diego that in Connecticut some of your industrial concerns had what he termed a "dismissal wage." In other words, the company would add to the cost of production an item to take care of its employees in the event that it closed down or reduced its pay roll. Do you know anything about that, Governor?

Governor Hurley. No; I have never heard of it.

The Chairman. Well, that was testified in San Diego. In other words, the problem, as you indicate, is a Federal one anyway, and if your industrial concerns figured in as a part of their cost of production this so-called dismissal wage, don't you see, that would help cushion the shock after this thing is over. We thought that was a pretty good idea when we heard of it.

I would appreciate it very much, and I know the committee would too, Governor, if you could have your staff look into that for us and give us any data on it.

Governor Hurley. I will be very glad to.

The Chairman. Governor Hurley, we deeply appreciate your coming here and if you have anything else you would like to submit for the record, we will be glad to have it.

Governor Hurley. Thank you, Mr. Chairman and gentlemen of the committee.

## TESTIMONY OF HON. THOMAS SPELLACY, MAYOR OF THE CITY OF HARTFORD, CONN.

The Chairman. Our next witness is Mayor Thomas Spellacy of Hartford.

Mayor Spellacy, we deeply appreciate your coming here and giving this committee your views and your assistance. Congressman Sparkman will interrogate you.

Mr. SPARKMAN. Mayor Spellacy, you have submitted to us a prepared statement which I have read with much interest.

## STATEMENT OF HON. THOMAS J. SPELLACY, MAYOR, CITY OF HARTFORD, CONN.

Since the completion of the 1940 census report by the Federal Government, which listed Hartford with a population of 166,329 it is estimated, on the basis of reports filed at the office of the mayor, that there has been an influx of at least 35,000 persons, with the present population estimate probably in excess of 200,000. This does not take into consideration the increase in population in other towns in metropolitan Hartford. There has been comparatively little migration from Hartford.

The addition is due to industrial defense activities, in the main.

Hartford nominally is a trading center for more than 500,000 persons. Seventy or more factories are located in this city. With many of these industrial establishments engaged in defense work and with the augmented working personnel housed in Hartford and in surrounding towns, excluding some who commute daily from distant points, there is a substantial increase in the total number of persons utilizing trading facilities in this city.

Among the major plants in the Hartford area centering their activities on defense work are the Colt's Patent Fire Arms Manufacturing Co., in Hartford; the United Aircraft Co., in East Hartford; and the Pratt & Whitney branch of the Niles-Bement-Pond Co., in West Hartford. It has been found necessary to reroute traffic in the vicinity of the Colt plant, through the establishment of one-way streets and through the practical cessation of traffic on some thoroughfares. As there is only one bridge spanning the Connecticut River to connect Hartford and East Hartford, the traffic problem in regard to workers at the United Aircraft plant who live in Hartford and who cross the bridge twice daily has been a serious one. Through the cooperation of the Connecticut State police, the Hartford police and the East Hartford police, traffic is expedited as much as possible. There is also a problem with respect to the traffic by residents of Hartford going to and from their employment in West Hartford.

### DEFENSE WORK DRAWS MIGRANTS

The migration to Hartford is due to the increase in defense work in local factories. Initially, the additional workers came in general from other localities in Connecticut and from the other New England States, with a material representation from each of the other five States in New England—Rhode Island, Massachusetts, Vermont, New Hampshire, and Maine. Various sections of the country are represented, however, in the influx of defense workers.

It is estimated that about 50 percent of the newcomers are married. Some have brought their families to Hartford with them; others are living in Hartford while their families remain at home. In this connection, it has been found necessary to add to the hours in which the money-order windows are open at the Hartford Post Office. In May, 17,000,000 pieces of mail, incoming and outgoing, were handled by the Hartford Post Office, including Hartford, East Hartford, West Hartford, Wethersfield, and Wilson. The incoming mail increased by 1,700,000 pieces, exclusive of parcel post and newspapers. On the basis of the figures to date, the 1940 total of $3,081,864 of receipts for the Hartford Post Office will be substantially increased. It has been necessary to add additional clerks and carriers. The increase in business at the local post office began when defense industries started to expand.

The majority of the migrants are in the younger age group, principally males, but representing no particular racial group. Comparatively few Negroes and aliens are included in the increase.

The principal demand has been for skilled workers. Training schools have been and are being conducted under the sponsorship of factories, the board of education, the National Youth Administration, and others.

The movement to Hartford was occasioned by the increased employment opportunities, particularly for skilled workers. Few reports are made in regard to newcomers stranded without work.

The arrival of thousands of defense workers resulted in a housing shortage. Supplementing the housing projects to provide new homes coincident with the elimination of slum areas, there is in progress now the construction of 1,000 homes for defense workers, as an enterprise of the Federal Government, and with the cooperation of the city of Hartford and the Hartford Housing Authority.

Through the Federal housing program, private construction and the plan now in effect covering the construction of buildings for defense workers in the South Meadows (apart from the 1,000-family defense project) efforts are being made to meet the housing shortage.

### VACANT HOMES REGISTRY ORGANIZED

More than 3 months ago, the Hartford Vacant Homes Registry Committee was organized, and is working in cooperation with social agencies and others. The Central Home and Room Registration Bureau has been established at the headquarters of the Hartford Chamber of Commerce.

Four public housing projects have been provided for the city of Hartford. Nelton Court, cost $668,294, with 146 units, is entirely occupied. Dutch Point Colony, with 222 units, cost $1,069,756. As of June 11, 134 families were assigned. The cost of the Bellevue Square project is estimated at $2,703,000. This will provide 500 units with occupancy to be about 100 families by September. The Charter Oak Terrace defense housing project is for 1,000 families. The estimated cost is $4,737,000. It is expected that about 200 families will occupy homes in this locality by September.

The United States Army has arranged for an Army air base at Windsor Locks, which is only 12 miles from Hartford. It is probable that some of the men will be housed in this city.

There is attached to and made a part of this statement a compilation by the Department of Building Inspection of the city of Hartford, showing a yearly summary of public and private dwelling construction, with details, on a month-to-month schedule, from January 1939 through April 1941.

It is the opinion of the board of education that there seems no danger of inability to carry any anticipated load and there does not appear to be any appreciable shortage of teachers. A statement from the board of education concerning this matter is appended to and made a part of this comment.

### HEALTH FACILITIES OUTLINED

A detailed memorandum relative to the health and medical facilities in Hartford has been compiled by the Hartford Department of Health and is affixed to and made a part of this report to your committee. With respect to facilities, hospital-bed capacities at the time of this report are as follows:

Hartford Hospital, private, 145; semiprivate, 155; ward, 297; cribs, 35; bassinets, 106; total, 738.

St. Francis Hospital, beds, 530; bassinets, 75; total, 605.

Municipal Hospital, municipal, 175; isolation, 65; Men's Home, 250; Women's Home, 65; Men's Chronic Ward, 45; Women's Chronic Ward, 25; Nursery, 30; total, 655.

Mount Sinai, beds, 60.

The Neuro-Psychiatric Institute is not listed, as clientele is of restricted type.

To meet emergencies, plans are being made for supplementary hospital facilities at the Rocky Hill Soldiers' Home. In addition, temporary facilities can be made available in halls, schools, and in large residences in the surrounding suburbs.

The present Isolation Hospital, as stated above, has a bed capacity of 65, of which 24 are for tuberculosis cases. The Isolation Hospital was built as a temporary structure in 1914, and is totally unfitted for its present use. The facilities are not satisfactory from all standpoints in normal times and the building would be entirely inadequate in the event of an emergency. Immediate steps should be taken to replace the structure.

Under date of March 20, 1941, statements were submitted to Frank Bane, Director, Division of State and Local Cooperation, National Defense Commission, New Social Security Building, Washington, D. C., in regard to proposals for Federal aid for municipal public works in connection with defense projects. This was filed following a conference with Mr. C. A. Harrell, field representative of the National Defense Commission. Copies of reports, with recommendations, made at that time by the engineering department of the city of Hartford, the Hartford Aviation Commission, and the Hartford Work Projects Administration Sponsor's Representative Office were filed recently with Mr. John W. Abbott, chief field investigator of the House Committee Investigating National Defense Migration.

The peak load in the Hartford Department of Public Welfare was 4,032 families, as of May 1, 1933. This declined to 1,202 as of July 9, 1937, and then increased again to a figure of 2,563 as of March 22, 1939.

The total number of families on aid has been decreasing steadily for some time and as of June 7, 1941, the number of families on aid was 882, in comparison with 924 as of June 1, 1941.

Hartford has 29 parks and public squares, administered by the park department and its recreation division, through which efforts are being made to increase recreational facilities. Through the committee on playgrounds not on park department property, provision was made for recreational activities at the headquarters from which Hartford men are inducted into the Service.

There are two municipal golf courses, 36 tennis courts, 36 baseball diamonds, and about 30 playgrounds, maintained by the park department.

### HEALTH AND MEDICAL FACILITIES IN HARTFORD

The Hartford Board of Health is constituted under a board of six members, two of whom are physicians. The leading political parties are both equally represented. Each commissioner serves for a period of 3 years. The board is an executive body, and the health officer is vested with its powers between monthly meetings.

The board of health has broad powers conferred upon it by general statute, the sanitary code, and city ordinance. It is charged with the general health of the public, controlling the safety of milk, food, general sanitation, and the control of communicable diseases.

The department is set up under eight bureaus, each bureau in charge of a trained director. These bureaus are:

1. Administration.
2. Vital statistics.
3. Communicable diseases.
4. Tuberculosis.
5. Venereal diseases.
6. Laboratory.
7. Food and sanitation.
8. Maternal and child hygiene.

There is a total of 47 full- and part-time employees. Seven of these are physicians, 2 veterinarians, 2 dentists, 4 nurses, 1 dental hygienist, 3 laboratory personnel, which makes a total of 19 professional persons. The remainder are classified as clerical employees, sanitary inspectors, statisticians, technical assistants.

The following persons are within the age group of selective service: 2 veterinarians, 1 physician, 1 statistician, 1 sanitary inspector, 1 professional laboratory worker. What exemptions will be made among these men is not certain.

The quarters occupied by the board of health are admittedly inadequate, and the furnishing of new quarters is now under active consideration. This is particularly true of the bureaus of communicable diseases, tuberculosis, and venereal diseases. Plans have already been drawn up to remedy the problem.

In the city as a whole, clinic facilities are provided in a number of ways. General out-patient clinic services are rendered at the Hartford Dispensary and at the Municipal Hospital. In addition, the following clinic facilities are available.

### HARTFORD HOSPITAL

Prenatal Clinic for ward patients to be delivered at the Hartford Hospital. There was a total of 2,440 births at this hospital last year.

### ST. FRANCIS HOSPITAL

Allergy, tonsil, leutic, cardiac, tumor gynecology orthopedic, surgical, maternity and well-baby, and dental clincis. The patients are referred by private physicians, and are patients who have been discharged from the hospital who return for post-operative treatment. The approximate total number of persons seen in the out-patient clinics per month is 459.

The charges here vary with the type of service rendered. As an example, the dental clinic fees range from 50 cents to $1; the tonsil clinic is $14. Other fees range from 50 cents to $1, with the exception of the allergy clinic, where the rate is $2 for the primary examination and 50 cents for subsequent ones.

### MUNICIPAL HOSPITAL

To be admitted a patient must be on city or town aid, or in a very low income bracket, able to pay very little if anything. The patient is obliged to pay, if the welfare department upon investigation finds that the patient is financially able to do so. To be classified as eligible for city aid, must live in Hartford 4 years. If residence in Hartford is less than 4 years, is classified as a town case, and the last town residence is billed. All aliens charged to the State.

The daily average in these clinics is 146.

In addition to the hospitals, there is the Hartford Dispensary which offers a wide range of outpatient clinic facilities, open not only to Hartford residents, but also to persons living in the surrounding areas. The charges here are 50 cents for almost all services rendered, and a certain number of others for which no charge is made.

The average weekly load of these clinics is approximately 500 visits.

### CENTRAL REGISTRY

The method of reporting venereal diseases in the State of Connecticut is by number. The name and address is given to the health officer only in case the patient lapses treatment. By this method indigent patients can go from clinic to clinic causing a duplication of reports. To offset such a condition and keep control of this type of patient, a confidential central registry was established 2 years ago. All institutions treating these diseases are cooperating with the bureau of venereal diseases of the board of health as the central agency. The admissions, transfers, and discharges are reported by name and address and consequently these patients are under control at all times. Following are registrants from each institution for the past 2 years:

*Cases on registry by calendar years*

| | 1939 | | | 1940 | | |
|---|---|---|---|---|---|---|
| | Syphilis | Gonorrhea | Miscellaneous | Syphilis | Gonorrhea | Miscellaneous |
| Board of health clinic | 134 | 123 | 61 | 152 | 190 | 58 |
| Municipal Hospital | 14 | 7 | 0 | 32 | 15 | 0 |
| St. Francis Hospital | 25 | 0 | 0 | 18 | 0 | 0 |
| Dispensary | 30 | 2 | 0 | 18 | 2 | 0 |
| Total cases | 203 | 132 | 61 | 220 | 207 | 58 |

### METHODS OF CASE FINDING

The methods used for case finding consist of routine serological blood testing and through epidemiologic investigations of persons who have been intimately exposed to communicable syphilis and gonorrhea as well as familial contacts of persons being treated with late or latent syphilis.

Efforts are made to encourage routine serological blood tests on all patients seeking medical care in hospitals as well as from physicians, particularly in pregnant women. All hospitals in the city have adopted this routine on all general admission patients. Another group upon which routine serologic testing is done is men in industry. That this is a valuable group in which to locate cases of syphilis may be shown in the case of one of our large industries where a routine serologic test is made. For the first 5 months of this year they have reported 29 cases of syphilis which is 13.2 percent of total cases reported for the city; 13 or 41.4 percent of the cases found in this group were migratory workers seeking employment with this company. In passing it can be said that this company continues the infected people in employment but requires them to present a periodical report from the physician treating them.

The premarriage blood testing and the selective-service examination as well as the examination of the National Youth Administration enrollees were responsible for the finding of several new cases.

### TECHNIQUE FOR CASE HOLDING

Experience has shown several causes for neglect of treatment. These pitfalls are avoided by the personnel of our clinic and consequently the following routine is followed with all admissions.

1. Careful medical and social history, particularly as to ability to pay for private treatment until cured.
2. Working hours and residence of the patient are considered to determine the most convenient place for treatment.
3. The nature of the infection is explained to each individual and the importance of treatment in controlling communicability. The late results of untreated syphilis and gonorrhea are explained and literature on the diseases furnished. At all clinic sessions, moving pictures on health subjects are shown.
4. No roughness or discourteous handling of the patients is used and all physicians administering treatment have had several years of experience in venereal disease clinic work so that pain and reactions are at a minimum.
5. As much privacy as space will permit is given and as attendance increases, extra sessions are added to care for the increase.

In the case of lapsed treatment if the person is in the communicable stage, an immediate personal call is made by the public health nurse. Late or latent cases are reminded by letter and, if unanswered, by a personal call.

Each clinic of the city uses its own resources for follow-up and if unable to obtain results, refers the case to the health department public health nurse. In cases of epidemiologic work for a clinic or for a physician, the follow-up worker acts as agent for that clinic or physician. Only those patients and contacts who are noncooperative are brought formally to the attention of the health department at which time the director of the bureau of venereal diseases continues with the case. Seldom, if ever, is it necessary to exercise police powers to continue patients under treatment.

*Bureau of Venereal Diseases activities, by calendar years*

| | 1937 | 1938 | 1939 | 1940 | January to May 1941, inclusive |
|---|---|---|---|---|---|
| New cases reported: | | | | | |
| Syphilis | 744 | 552 | 367 | 319 | 211 |
| Gonorrhea | 378 | 355 | 261 | 361 | 145 |
| CLINIC ACTIVITIES | | | | | |
| New cases admitted: | | | | | |
| Syphilis | 133 | 177 | 145 | 162 | 87 |
| Gonorrhea | 136 | 127 | 110 | 204 | 47 |
| Patients treated: | | | | | |
| Syphilis | 325 | 380 | 362 | 355 | 267 |
| Gonorrhea | 222 | 225 | 230 | 238 | 71 |
| Treatments given: | | | | | |
| Syphilis | 7, 194 | 8, 335 | 8, 326 | 8, 471 | 3, 810 |
| Gonorrhea | 2, 497 | 3, 289 | 3, 450 | 3, 726 | 936 |
| Total patient visits: | | | | | |
| Syphilis | 5, 400 | 8, 980 | 9, 050 | 9, 121 | 4, 114 |
| Gonorrhea | 2, 086 | 3, 858 | 3, 910 | 4, 015 | 1, 029 |
| Patients discharged: | | | | | |
| Syphilis | 35 | 13 | 44 | 13 | 16 |
| Gonorrhea | 109 | 167 | 142 | 232 | 22 |
| Epidemiology: | | | | | |
| Syphilis | 17 | 27 | 40 | 81 | 53 |
| Gonorrhea | 17 | 23 | 28 | 68 | 14 |
| Contacts positive | 50 | 87 | 102 | 100 | 35 |
| Consultations | 40 | 78 | 94 | 134 | 56 |
| Control of delinquents: | | | | | |
| Follow-up by letter | 401 | 425 | 486 | 502 | 352 |
| Returned as result | 125 | 136 | 291 | 316 | 140 |
| Follow-up by call | 967 | 828 | 709 | 748 | 274 |
| Returned as result | 129 | 282 | 296 | 213 | 117 |

*Syphilis cases reported in Hartford*

JUNE 1939 TO MAY 1940, INCLUSIVE

| | Infectious | | Noninfectious | | Total | |
|---|---|---|---|---|---|---|
| | Physicians | Institutions | Physicians | Institutions | Infectious | Noninfectious |
| June | 1 | 0 | 11 | 19 | 1 | 30 |
| July | 2 | 0 | 11 | 15 | 2 | 26 |
| August | 1 | 1 | 4 | 23 | 2 | 27 |
| September | 0 | 2 | 15 | 16 | 2 | 31 |
| October | 2 | 0 | 13 | 13 | 2 | 26 |
| November | 0 | 3 | 11 | 20 | 3 | 31 |
| December | 0 | 0 | 17 | 10 | 0 | 27 |
| January | 0 | 0 | 13 | 13 | 0 | 26 |
| February | 0 | 0 | 10 | 10 | 0 | 20 |
| March | 0 | 1 | 6 | 21 | 1 | 27 |
| April | 1 | 1 | 6 | 13 | 2 | 19 |
| May | 0 | 2 | 10 | 15 | 2 | 25 |
| | 7 | 10 | 127 | 188 | 17 | 315 |
| Total cases | | | | | | 332 |

JUNE 1940 TO MAY 1941, INCLUSIVE

| | Infectious | | Noninfectious | | Total | |
|---|---|---|---|---|---|---|
| | Physicians | Institutions | Physicians | Institutions | Infectious | Noninfectious |
| June | 0 | 4 | 4 | 8 | 4 | 12 |
| July | 1 | 0 | 12 | 15 | 1 | 27 |
| August | 0 | 5 | 5 | 21 | 5 | 26 |
| September | 0 | 0 | 8 | 15 | 0 | 23 |
| October | 0 | 1 | 9 | 23 | 1 | 32 |
| November | 0 | 2 | 11 | 18 | 2 | 29 |
| December | 1 | 2 | 9 | 23 | 3 | 32 |
| January | 2 | 1 | 16 | 18 | 3 | 34 |
| February | 1 | 1 | 18 | 20 | 2 | 38 |
| March | 1 | 1 | 20 | 21 | 2 | 41 |
| April | 2 | 2 | 18 | 19 | 4 | 37 |
| May | 1 | 1 | 22 | 26 | 2 | 48 |
| | 9 | 20 | 152 | 227 | 29 | 379 |
| Total cases | | | | | | 408 |

## SANITATION

Hartford as a city is almost 100 percent sewered. There are but few dwellings serviced by approved septic tanks. All septic-tank installations must be approved by the local board of health. At the present time there are 21 installations in the city, all of the approved type.

During 1938 a survey of interior water piping was done, looking primarily for cross-connections. Twenty-four conditions were found which constituted violations, and all were corrected.

At the present time all tenement structures must have, by city ordinance, two means of egress from each floor. This ordinance is enforced, however, by the fire and building departments.

With regard to the power of this department to enforce orders, it has been the experience of the department that we have ample support from the courts. In almost all instances the issuance of orders by the department is tantamount to correction.

In 1938 there were 7,497 orders issued and 7,314 orders complied with; in 1939 there were 7,241 orders issued and 7,193 complied with. In 1940 there were 7,408 orders issued, and 6,965 complied with.

## HOSPITAL FACILITIES

As far as hospital facilities are concerned, the city has the following hospital-bed capacities at the time of this writing:

| | | |
|---|---|---|
| Hartford Hospital: | | |
| Private | 145 | |
| Semiprivate | 155 | |
| Ward | 297 | |
| Cribs | 35 | |
| Bassinets | 106 | |
| | | 738 |
| St. Francis Hospital: | | |
| Beds | 530 | |
| Bassinets | 75 | |
| | | 605 |

| | | |
|---|---|---|
| Municipal Hospital: | | |
| Municipal | 175 | |
| Isolation | 65 | |
| Men's home | 250 | |
| Women's home | 65 | |
| Men's chronic ward | 45 | |
| Women's chronic ward | 25 | |
| Nursery | 30 | |
| | | 655 |
| Mount Sinai Hospital: Beds | | 60 |

Neuropsychiatric Institute not listed, because clientele of restricted type.

In case of emergency, plans are in the making for supplementary hospital facilities at the Rocky Hill Soldiers' Home, and there are additional temporary facilities available in halls, schools, and in large residences in the surrounding suburbs.

*City of Hartford, department of building—yearly summary of public and private dwelling construction*

BUILDING PERMITS, CHART NO. 1

| Year 1939 | 1-family residences | | 2-family dwellings | | Multifamily dwellings | | | Total number of family units | Total estimated cost |
|---|---|---|---|---|---|---|---|---|---|
| | Number of buildings | Estimated cost | Number of buildings | Estimated cost | Number of buildings | Number of family units | Estimated cost | | |
| January | 6 | $31,250 | 1 | $8,000 | | | | 8 | $39,250 |
| February | 4 | 22,490 | 1 | 9,000 | | | | 6 | 31,490 |
| March | 10 | 49,553 | | | 1 | 58 | $218,000 | 68 | 267,553 |
| April | 4 | 20,000 | 1 | 6,000 | | | | 6 | 26,000 |
| May | 11 | 57,200 | | | | | | 11 | 57,200 |
| June | 16 | 75,500 | | | | | | 16 | 75,500 |
| July | 16 | 75,000 | 1 | 7,500 | | | | 18 | 82,500 |
| August | 5 | 22,800 | 1 | 6,000 | | | | 7 | 28,800 |
| September | 6 | 33,140 | | | 1 | 3 | 15,800 | 9 | 48,940 |
| October | 10 | 43,000 | | | | | | 10 | 43,000 |
| November | 10 | 47,500 | 1 | 7,800 | | | | 12 | 55,300 |
| December | 5 | 23,200 | 3 | 21,800 | 15 | 146 | [1] 494,000 | 157 | [2] 539,000 |
| Total, year 1939 | 103 | 500,633 | 9 | 66,100 | 17 | 207 | 727,800 | 328 | 1,294,533 |

[1] Federal housing project.

[2] Federal housing project, Nelton Court, 15 buildings, 146-family units; cost, $494,000.

BUILDING PERMITS, CHART NO. 2

| Year 1940 | 1-family residences | | 2-family dwellings | | Multifamily dwellings | | | Total number of family units | Total estimated cost |
|---|---|---|---|---|---|---|---|---|---|
| | Number of buildings | Estimated cost | Number of buildings | Estimated cost | Number of buildings | Number of family units | Estimated cost | | |
| January | 8 | $58,460.00 | | | | | | 8 | $58,460.00 |
| February | 6 | 33,700.00 | | | | | | 6 | 33,700.00 |
| March | 12 | 59,800.00 | | | | | | 12 | 59,800.00 |
| April | 20 | 93,600.00 | | | 2 | 82 | $195,000 | 102 | 288,600.00 |
| May | 27 | 97,890.00 | 4 | $30,800 | 28 | 222 | [1] 840,000 | 257 | [2] 968,690.00 |
| June | 19 | 77,850.00 | | | | | | 19 | 77,850.00 |
| July | 26 | 114,238.00 | 3 | 21,600 | 2 | 8 | 30,000 | 40 | 165,838.00 |
| August | 31 | 143,700.00 | 1 | 7,600 | 1 | 8 | 30,000 | 41 | 181,300.00 |
| September | 18 | 79,564.09 | 2 | 14,700 | | | | 22 | 94,264.09 |
| October | 10 | 40,500.00 | 1 | 7,800 | 2 | 8 | 24,000 | 20 | 72,300.00 |
| November | 4 | 23.938.00 | 1 | 5,900 | | | | 6 | 29,838.00 |
| December | 17 | 82,000.00 | (3) | 1,000 | | | | 17 | 83,000.00 |
| Total year 1940 | 198 | 905,240.09 | 12 | 89,400 | 35 | 328 | 1,119,000 | 550 | 2,113,640.09 |

[1] Federal housing project.

[2] Federal housing project, Dutch Point Colony, 28 buildings, 222 family units; cost, $840,000.

[3] Additional cost.

*City of Hartford, department of building—yearly summary of public and private dwelling construction*—Continued

BUILDING PERMITS, CHART NO. 3

| Year 1941 | 1-family residences | | 2-family dwellings | | Multifamily dwellings | | | Total number of family units | Total estimated cost |
|---|---|---|---|---|---|---|---|---|---|
| | Number of buildings | Estimated cost | Number of buildings | Estimated cost | Number of buildings | Number of family units | Estimated cost | | |
| January | 10 | $54, 125 | 2 | $16, 000 | | | | 14 | $70, 125 |
| February | 2 | 12, 260 | 2 | 16, 000 | (1) | | $1, 000 | 6 | 29, 260 |
| March | 17 | 77, 400 | | | 17 | 357 | [2]1,205,559 | 374 | [1] 1,282, 959 |
| April | 43 | 205, 870 | 1 | 6, 000 | 237 | 1, 000 | [2]3,597,000 | 1, 045 | [3] 3,808, 870 |
| Total, 1941, January to April, inclusive | 72 | 349, 655 | 5 | 38, 000 | 254 | 1, 357 | 4, 803, 559 | 1, 439 | 5, 191, 214 |

[1] Federal housing project, Bellevue Square, 16 buildings, 345 family units; cost, $1,198,559.
[2] Federal housing project.
[3] Federal housing project, Flatbush Ave., 237 buildings, 1,000 family units; cost, $3,597,000.

BUILDING PERMITS, CHART NO. 4

*Demolition permits residential buildings*

| Year | Number of permits | Family units |
|---|---|---|
| 1939 | 20 | 89 |
| 1940 | 31 | 43 |
| January to April 1941 | 56 | 272 |
| Total | 107 | 404 |

*Comparative yearly value of private and public dwelling construction*

| Recapitulation, by years | Private housing | | Public housing | | Total number of family units | Total estimated cost |
|---|---|---|---|---|---|---|
| | Number of family units | Estimated cost | Number of family units | Estimated cost | | |
| 1939 | 182 | $800, 533. 00 | 146 | $494, 000 | 328 | $1, 294, 533. 00 |
| 1940 | 328 | 1, 273, 640. 09 | 222 | 840, 000 | 550 | 2, 113, 640. 09 |
| 1941, January to April | 94 | 395, 655. 00 | 1, 345 | 4, 795, 559 | 1, 439 | 5, 191, 214. 00 |
| Total | 604 | 2, 469, 828. 09 | 1, 713 | 6, 129, 559 | 2, 317 | 8, 599, 387. 09 |

*Yearly aggregate value and number of building permits issued, including public and private dwelling construction*

| Years | Total number of permits issued | Total estimated cost |
|---|---|---|
| 1939 | 1, 928 | $3, 379, 486. 84 |
| 1940 | 1, 933 | 7, 562, 761. 05 |
| 1941, January to April | 745 | 6, 051, 516. 40 |
| Total | 4, 606 | 16, 993, 764. 39 |

## EXHIBIT A.—RECOMMENDATIONS TO FEDERAL AGENCIES

[Copy]

MARCH 20, 1941.

Mr. FRANK BANE,
*Director, Division of State and Local Cooperation,*
*National Defense Commission, Washington, D. C.*

MY DEAR MR. BANE: Mr. C. A. Harrell, field representative of the National Defense Commission, called recently at the office of the mayor in reference to proposals for Federal aid for municipal public works in connection with defense projects.

In addition to various industries in Hartford, including the Colt's Patent Fire Arms Manufacturing Co., other industries in adjacent towns employ thousands of Hartford residents—the United Aircraft Co. in East Hartford, and the Pratt & Whitney branch of the Niles-Bement-Pond Co. in West Hartford.

In addition, the United States Army has arranged for an Army air base at Windsor Locks, which is only 12 miles from Hartford.

A program similar to that outlined by Mr. Harrell necessarily involves consideration of the situation thus presented.

At the request of the mayor, following Mr. Harrell's visit, City Engineer Robert J. Ross, Commissioner William O. Wormstedt, president of the Hartford Aviation Commission, and Thomas F. Foley, sponsor's representative, Work Projects Administration, were asked to prepare summaries of projects which might be included in the scope of the plan presented by Mr. Harrell.

Mr. Ross, Mr. Wormstedt, and Mr. Foley have filed reports suggesting projects which might be undertaken. Their statements are enclosed. With the statement from Mr. Ross is an explanatory map, on which are listed the locations of the proposals suggested.

Cost estimates are not given in all cases, but full information regarding each of the projects will be available upon request. If Mr. Harrell or some other representative of your Commission is sent to Hartford I will be glad to confer with him in greater detail, and to arrange for a meeting with the officials who have compiled the individual reports.

Your careful consideration of the recommendations advanced in the accompanying statements is respectfully requested. It is our belief that the major part of the suggestions come under the defense program heading. If any additional data is required, it will be forwarded to you immediately.

Sincerely yours,

THOMAS J. SPELLACY, *Mayor.*

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[Copy]

CITY OF HARTFORD, CONN.

MARCH, 18, 1941.

MEMORANDUM

From: Thomas F. Foley, sponsor's representative.
To: Thomas J. Spellacy, mayor.
Re Projects that could be classed under the national-defense program.

1. The health authorities are stressing the importance of additional health facilities to care for the increased population of Hartford due to the influx of workers on national defense. The present isolation hospital is inadequate for the normal population and the burden of caring for additional isolation patients would be impossible. A new isolation hospital would cost approximately $300,000. Also the board of health personnel must be increased to properly care for these workers and more space needed. We have a location on Sheldon Street where a health center could be erected for approximately $290,000. It would be centrally located and house all the various departments of the health board including the free clinics, etc.

2. At Brainard Field Airport a new hangar is imperative to house the ships that are being used to train men for aviation. In case of need these experienced pilots will be available to the Government. They are also training women belonging to the Women Flyers of America, a national club which is recognized by the Civil Aeronautics Administration. These women, if needed, are to be used to fly planes from factories to bases and many other duties that may be

performed by women in an emergency. An estimated cost for the hangar would be approximately $350,000. With adequate hangar facilities space could be provided for the additional ships that are waiting to be housed here to be used for training purposes.

3. Pratt & Whitney Aircraft Co. is using the National Guard hangar to test the planes on Government order. An enormous amount of cars is already using this one entrance road to Brainard Field; at least one more entrance is needed. In case of a dangerous condition on the one entrance, gasoline supplies, etc., would be entirely cut off from the field. This would seriously hamper the testing operations of the airplane factory. Construction and repairing of roads necessary are as follows: Building new entrance and repairing present one—20,000 feet of roadway 100 feet wide—this would also include repairing Wawarme Avenue; a separate service road 8,000 feet long and 32 feet wide which will give access to the sewage-disposal plant and pumping station independent of aviation roads. At the request of Thomas J. Burke, former director of operations, Work Projects Administration, I submitted the Brainard Field road program to the Work Projects Administration, but on checking with the New Haven office March 1, I find that it is still being retained there awaiting additional information from Washington. Since that time, I have been requested by Frank Upman, Acting Administrator of the Work Projects Administration, to resubmit the program.

4. Extension of Vine Street at the cost of $120,000. This was at one time considered by the War Department as a military outlet and would certainly be needed in case of war.

5. The construction of a bridge costing $75,000 to connect the two defense housing projects at Flatbush Avenue and the building of roads in this area necessary particularly in case of fire.

6. As soon as the dike is completed new roads to the North Meadows Pumping Station would be necessary to operate and maintain at all times. This would keep surrounding area dry at all times and it would be available for temporary or permanent homes for defense workers.

7. A new firehouse may be needed on account of the thousands of defense workers which will be housed in the Flatbush Avenue area.

THOMAS F. FOLEY,
*Sponsor's Representative.*

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[Copy]

CITY OF HARTFORD, CONN.

HARTFORD AVIATION COMMISSION

Brainard Field

MARCH 6, 1941.

HON. THOMAS J. SPELLACY,
*Mayor of Hartford, Hartford, Conn.*

MY DEAR MR. MAYOR: As requested by you in connection with projects made necessary by national defense activities, we submit for your earnest consideration the following:

*Parking areas.*—It is highly desirable that these areas be placed in such condition that parking facilities would be available at all seasons of the year for the multitudes of people that congregate at the airport during the year. I would do away for all times with the present practice, ofttimes necessary, of parking cars on the shoulders of the main road. To sum it up completely, it would keep all arteries to and from the airport open, which is an extremely vital point. This would be accomplished with a 4-inch stone base with wear coat including proper drainage. A conservative estimate for this project would be $30,300.

*Adequate fencing.*—Five thousand four hundred lineal feet of bethanized fence to enclose the south and west sides of the field to prevent persons from trespassing, in view of the fact that there is valuable lighting equipment located around the airport coupled with the fact that it is a very important safety angle with the increasing traffic and national defense to make sure that persons could not enter the field or airport itself from other than the proper entrances. The purchase price of this coupled with installation would be approximately $6,000.

*North-south runway.*—A runway known as a north-south runway to supplement the runway being constructed presently, known as the northeast-southwest runway. The present two runways will be widened 50 feet. This would be 2,800 feet long and 150 feet wide with adequate drainage. This is estimated to cost about $101,200.

*Taxi strips.*—Three thousand eight hundred lineal feet taxi strip to include a north-south one running from the ramp in front of the administration building to a point of intersection with the northeast-southwest runway and the northwest-southeast runway and one connecting the turning circles of the above runways—that is, southeast and southwest at the south end of the field. This would cost approximately $95,000.

With the Forty-third Division Aviation, Connecticut National Guard, stationed at the airport and the War Department's constant watchful eye on the field with a view to possibly placing an additional military outfit here, it becomes increasingly important that we keep in step with the growing demands necessitated by national defense.

We will indeed be highly grateful for your submission of these projects to the proper source, so that they may be given their due consideration.

Respectfully yours,

The Hartford Aviation Commission,
William O. Wormstedt, *President.*

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City of Hartford, Conn.
DEPARTMENT OF ENGINEERING
Municipal Building

March 4, 1941.

Hon. Thomas J. Spellacy,
*Mayor, City of Hartford,*
*Municipal Building, Hartford, Conn.*

Dear Sir: You have requested me to suggest projects which the Federal Government might consider for allotment of funds because of the effect of defense activities on the city. The projects listed hereinafter may be classed in one of these categories. No cost estimates are attached because in the short time available it would be impractical to make intelligent estimates. We can, if you desire, however, give you rough approximations of costs in a short space of time on any of the projects which particularly appeal to you.

Suggested projects are as follows:

### AIRPORT

(A) *Improvement of Aviation Road and Wawarme Avenue.*—The only connection between the airport and the city proper is through Aviation Road and streets in the Colt district which experience has shown prove insufficient in capacity in times when large crowds visit the airport. The widening and improvement of Aviation Road from the field northerly to Wawarme Avenue and then widening and adequately paving Wawarme Avenue from Aviation Road to Wethersfield Avenue would afford a proper means of ingress and egress to the field far beyond that now available.

Sometime in the near future the Hartford Bypass and approach to the new Connecticut River bridge will be connected by a clover leaf near the aviation field administration building to Meadow Road, thus insuring adequate approaches to the field from points outside the city, but this Aviation Road-Wawarme Avenue connection from the business area of the city is also desirable.

(B) *Improvement of Maxim Road.*—Maxim Road from its eastern terminus at the dike to the proposed cloverleaf west of the administration building could well be widened and improved to facilitate traffic movement at the field and to make a better connection to the proposed Hartford bypass of the State highway system.

(C) *Construction of service roads.*—To improve maintenance work at the airport it would be desirable to construct an oiled macadam service road along the east and southerly borders of the field. (This road would also be useful in maintenance of the dike; see flood-control section of this report.)

(D) *Construction of miscellaneous facilities at the airport.*—The construction of hangars, machine shop and service buildings at the airport would seem to be desirable in improving the usefulness of the field for defense.

### BOULEVARD SYSTEM

(E) *Southerly cross-town route.*—The State highway department will start construction of the Hartford bypass through the South Meadows in the very near future. Included in their plans is the paving of what is known as Meadow Road, from the airport to Wethersfield Avenue, with cloverleaf at the bypass and an underpass at the Valley Railroad. The improvement of this extension to the west to connect with Route U S 6 is a very desirable project, as it would facilitate movement of trucks and passenger cars to and from the industrial area in Elmwood and around the Pratt & Whitney New Park Avenue plant without entering the more congested section of the city and will also keep through traffic from New Britain, Bristol, Waterbury, and Danbury and the west from going through the congested shop district in order to pass through Hartford. This project involves the improvement of existing streets as well as a section of new street as shown on the accompanying map.

### FLOOD CONTROL

(F) *Service roads.*—A desirable addition to the flood-control work now under way would be the construction of service roads along the upper toe of the dike slopes. These service roads would be extremely useful in maintenance work or in emergency repairs which might be difficult to make if no such roads were available. It is suggested that such roads be built throughout the entire length of the North Meadows and South Meadows dikes. (The service road east of the airport mentioned above would serve as a dike service road through part of the length of the Clark Dike).

(G) *Stop-log structures.*—It would be desirable to construct several permanent structures to house stop logs for emergency closures of several railroad and roadway openings through the dike system, particularly at the west end of the Clark Dike.

(H) *Local flood-protection projects.*—The protection of several local areas along the Park River from flooding by the overflow of that river should be considered. This is particularly true because there are several important industrial plants subject to such flooding.

### NORTH MEADOWS DEVELOPMENT

Now that the North Meadows dike is practically complete and the work on the central dike section and Park River conduit progressing, it would seem desirable to make the North Meadows available for development into industrial sites and for housing for industrial defense workers. In order to utilize the meadows at all, certain facilities must be constructed.

(I) *Local service roads.*—A boulevard across the entire length of the North Meadows will be constructed as part of the State highway system in the not very distant future, but this boulevard will be an express highway and not designed for local traffic which under the city's agreement with the State is to be served by parallel local roads to be constructed adjacent to the express highway.

It would seem desirable in order to make the meadows available for development at once to construct portions, at least, of these service roads.

(J) *Tower Avenue extension.*—The only means of ingress and egress to and from the North Meadows at present is by means of Fishfry Street and various unimproved meadow roads which can only be used in good weather. In the future adequate connection to Morgan Street will be available, but this cannot be expected to be accomplished for some time. The plan for the major boulevard system includes a connection from the express highway through the North Meadows to Tower Avenue extension at Main Street, although the construction of the same could not be definitely provided for in the city's agreement with the State.

In order to open up the meadows and provide adequate traffic arteries to connect with the service roads mentioned above, it is suggested that this Tower Avenue extension could be constructed in the immediate future.

(K) *Drainage.*—Portions of the meadows are swampy at present but can readily be drained by proper ditch system and improvement of the channel of Meadow Brook leading to the storage pond of the North Meadows Pumping Station. The accomplishment of this drainage work would enable development of quite a bit of the North Meadows land not otherwise available.

### IN CONNECTION WITH HOUSING

(L) *Paving work.*—The macadamizing and improving of Chandler Street and the regrading and repaving of Newfield Avenue, both border streets of the new defense-housing project, are desirable in many ways.

The macadamizing of accepted and laid-out city streets within the defense housing project limits could well be considered. In order to provide an adequate traffic connection from this housing project to the center of the city, it is suggested that Flatbush Avenue be paved with permanent pavement and sidewalks installed. The construction of sidewalks on streets leading to this project would seem to be essential in that the thousands of residents can otherwise approach the project only by walking over streets with no sidewalks for a considerable distance in all directions from the project.

(M) *Park River bridge.*—The defense housing project site is divided in two sections by the Park River. A bridge over the river well south of Flatbush Avenue, connecting the two portions of the site, would be of considerable value.

(N) *Flatbush Avenue grade crossing.*—In the west end of the housing project Flatbush Avenue crosses the main line of the New Haven Railroad at grade. This crossing is in the section of track where the speed of trains often approaches 70 miles per hour and visibility of the tracks at the crossing is extremely poor. As a matter of fact, only the east approach and east end of an overpass for this crossing would be within the city limits, but its elimination would certainly be advantageous to the citizens of Hartford, particularly to those who use the crossing in going to and from the Pratt & Whitney plant, the Royal Typewriter Co., and other large manufacturing establishments in the New Park Avenue and Elmwood sections.

### BRIDGES AND MISCELLANEOUS HIGHWAY IMPROVEMENTS

(O) *Wellington Street.*—The Wellington Street bridge is on a traffic route conveniently connecting the defense housing project as well as the southwest part of the city with the Capitol Avenue shop district. This bridge is a timber trestle, built as a more or less temporary structure and its replacement by a permanent bridge suitable for heavy traffic and not susceptible to damage from ice would be a desirable project.

(P) *Sigourney Street bridge crossing.*—The elimination of the Sigourney Street grade crossing by construction of a viaduct over the railroad over Capitol Avenue and across the Park River connecting Sigourney Street to Park Terrace would be an extremely useful link in the city's traffic system, particularly in that it would eliminate much congestion in the Capitol Avenue industrial area and afford a much faster north and south route across the city.

(Q) *Taylor Street connection.*—The paving of an extension of Taylor Street to connect that street with Wyllys Street would be an extremely desirable project in that it would relieve congestion on the heavily traveled route through the Colt district.

(R) *Prospect Street-Market Street projects.*—The widening of South Prospect Street, its connection to Charter Oak Place, together with the widening of Market Street north of Temple Street and the extension of Market to connect with Windsor Street and Pleasant Street, as well as the widening and improving of Windsor Street between Pleasant Street and the Windsor Street underpass, is a project well worth consideration to facilitate traffic movement north and south through the center of the city particularly in connection with traffic to the factories on upper Main Street and to those in the Colt district.

Accompanying this letter is a map on which all the above projects have been indicated and lettered in conformity with lettering on the above headings.

In order to avoid undue length we have made reference to all the above rather sketchy, but any of these can be enlarged upon if it seems desirable.

Very truly yours,

ROBERT J. ROSS, *City Engineer.*

[Copy]

CITY OF HARTFORD, CONN.

DEPARTMENT OF ENGINEERING

Municipal Building

MARCH 6, 1941.

Hon. THOMAS J. SPELLACY,
*Mayor, City of Hartford,*
*Municipal Building, Hartford, Conn.*

DEAR SIR: At the suggestion of Mr. Linnane the following amplification of our letter of March 4, 1941, is submitted.

The relationship of the several projects suggested in our letter to defense problems is, we believe, as follows:

Projects A, B, C, and D vitally affect the airport which, without question, is a key point in any defense set-up.

A and B seem necessary to prevent traffic congestion from affecting usefulness of the field by hampering emergency vehicle movements to and from the city proper.

E serves several useful purposes. It connects the airport and the Colt district with the south and west sections of the city. The defense housing project is quite close to this route and traffic over unimproved routes in this section has already increased. Further increases will follow occupation of the housing site. (See also discussion in reference to C, etc.)

F and G are suggested because anything which improves facilities for maintenance and patrol of our flood-protection works, particularly during emergencies, is important in view of the fact that a number of vital manufacturing plants (particularly the Colt plant) must depend on the dikes for protection from disastrous shut-downs should they be flooded.

H would extend flood protection to other areas occupied by important manufacturing establishments and/or inhabited by industrial workers.

I, J, and K, if done, would allow expansion for defense needs into a hitherto unused area of the city with ample railroad facilities and close to the business district and residential areas. Further sites for large plants and defense housing facilities are few and the north meadows should, we believe, receive serious consideration.

L, M, and N are things which the city will, in all probability, have to do in the future because of the influx of defense workers and the development of the 1,000-unit housing site on Flatbush Avenue.

O, P, Q, and R are suggested because increased activity in all lines of business, particularly in manufacturing, has already produced a quite noticeable increase in traffic congestion, hampering not only ordinary business but defense production as well. The passage through our congested streets of the cars of thousands of workers in defense plants is constantly decreasing the speed of traffic flow and the development of suggested projects would tend to minimize the effect.

Very truly yours,

ROBERT J. ROSS,
*City Engineer.*

## TESTIMONY OF MAYOR SPELLACY—Resumed

Mr. SPARKMAN. Now, we would be very glad for you to proceed as you wish. I wonder if you would care to summarize your paper for the benefit of the committee.

Mayor SPELLACY. The committee has my statement and I would prefer your asking questions rather than my making any further statement.

Mr. SPARKMAN. I shall be glad to proceed in that manner.

I notice in your paper you estimate that the population of Hartford proper has increased by 35,000 persons since the 1940 census.

Mayor SPELLACY. Yes, sir.

Mr. SPARKMAN. Does that include only the principal part of Hartford or does it include also East and West Hartford?

Mayor SPELLACY. It includes metropolitan Hartford as served by the Hartford post office department. That would include West Hartford, East Hartford, Wethersfield, and a place called Wilson.

Mr. SPARKMAN. Are those separate towns?

Mayor SPELLACY. Yes, sir.

Mr. SPARKMAN. Separate corporations?

Mayor SPELLACY. Yes, sir; we have 169 towns in Connecticut and each is a corporate entity. Hartford itself is territorially very small, one of the smallest cities of its size in the country. It covers 18.6 square miles. There is no line of demarcation between Hartford and West Hartford, and a stranger driving out Farmington Avenue wouldn't know where the line was unless he happened to see the sign. We are separated from East Hartford by the Connecticut River; but our problem is a community problem. It is a metropolitan district problem.

Mr. SPARKMAN. And when you refer to "Hartford," you mean the metropolitan area?

Mayor SPELLACY. Yes, sir.

Mr. SPARKMAN. What was the population in the 1940 census of metropolitan Hartford?

Mayor SPELLACY. I can't give you the figure for metropolitan Hartford but for the city of Hartford proper it was 166,000.

Mr. SPARKMAN. But metropolitan Hartford has increased in population an estimated 35,000 since that time?

Mayor SPELLACY. That estimate is based upon the post office survey.

### HOUSING PROGRAM INSUFFICIENT

Mr. SPARKMAN. Do you feel that the present housing expansion in the city of Hartford of two or three thousand units is sufficient to care for that increase?

Mayor SPELLACY. No, sir. In Hartford, through the Federal Housing Authority, we are building 1,000 houses or units for defense workers. We have completed, or partially completed, four projects of so-called slum-clearance houses and upon the completion of all these our city will be greatly relieved.

Through the Department of Agriculture we are erecting temporary housing for defense workers that will accommodate some 700 people.

In Connecticut we have a problem that may not exist in a State such as New York, which provides substantial aid for its cities. For instance, in education, over 90 percent of the entire cost is borne by the municipal tax on real estate and the contents of real estate, so that you have a burden upon the taxpayers that must be figured in any enterprise in which the city may participate.

### PAYMENT IN LIEU OF TAXES

Now it is costing this city the equivalent of 20 percent of the income on private property to service our tax-free slum clearance project; this is a burden placed upon one group of taxpayers to subsidize a particular group of people. We attempted to solve this by having the United States Government agree to pay at least $50,000 a year to the city to help carry the cost of servicing that particular section. Of course that won't do it. It is still going to cost us a considerable sum beyond that figure.

We spend in Hartford some $13,000,000 a year for our total city service.

Mr. SPARKMAN. Do I understand from your statement that you have to bear all of your educational expense? The State does not bear part of it?

Mayor SPELLACY. We get a grant from the State. Our operating cost in Hartford for the school system is $3,500,000 a year. That does not include capital expenditures. It only includes the operating costs and it doesn't include pensions or insurance. It is just the operating cost of the schools themselves. We have something like $95,000 in State grants which is our proportion, while New York State, for instance, pays 40 percent.

### $50,000 TO SERVICE DEFENSE HOUSING

Mr. SPARKMAN. Let me ask you about this servicing charge toward which the Government pays $50,000. Upon what housing is that paid? Do I understand now that that is your slum clearance project?

Mayor SPELLACY. No, sir; it is for the 1,000 units that are being erected for defense housing.

Mr. SPARKMAN. Is there such a service charge paid in other parts of the country?

Mayor SPELLACY. This is the only place that I know of.

Mr. SPARKMAN. It is a special concession to Hartford?

Mayor SPELLACY. Well, it was an agreement we entered into with the United States Housing Authority. At the time of the agreement I was in the hospital with a fractured hip and I think they felt sorry for me and agreed to give us $50,000 a year.

Mr. SPARKMAN. Then that was a $50,000 hip.

The CHAIRMAN. We hope you don't have to fracture the other hip to get an additional $50,000.

Mayor SPELLACY. At that I didn't get enough money to cover the cost.

### RENTS INCREASE

Mr. SPARKMAN. Do you have a rent problem here? What I mean is have rent charges increased?

Mayor SPELLACY. Yes, sir.

Mr. SPARKMAN. Is there any plan on the part of the city to control the matter of rents?

Mayor SPELLACY. The city has attempted to control them but I think it is futile. We attempted it after the last war. The city hasn't any of the police powers that the State possesses and I don't think constitutionally we have any control over the amount of rent to be charged by a private owner. We can use moral suasion and perhaps through taxation we may have some control, but legally, we haven't any.

### ISOLATION HOSPITALS NEEDED

Mr. SPARKMAN. What is the situation with reference to the hospitals in Hartford?

I notice in your statement you have given us the sizes of the hospitals, but I would like to know whether there is an acute shortage in hospital facilities.

Mayor SPELLACY. There would be in the event of an epidemic. Connecticut is woefully short of isolation hospitals. We have one in Hartford which has only 65 beds. It was built as a temporary structure and the cost of operating the hospital is 80 percent of the total cost if there isn't a single bed occupied. We furnish its facilities to other towns in the vicinity at a net cost. They pay only when they actually have a patient there. But the cost to the city of Hartford goes on whether there is a patient in the hospital or not.

Mr. SPARKMAN. Has there been any increase in your hospital facilities during the past year?

Mayor SPELLACY. The Hartford hospital is about to erect a new unit.

Mr. SPARKMAN. Well, has there been any increase in clinical facilities?

Mayor SPELLACY. Yes; through our board of health.

Mr. SPARKMAN. Within the last year, I mean since the impact of this defense program has been felt.

Mayor SPELLACY. We have excellent physical facilities for all kinds of service to the citizens of Hartford through our board of health and through the hospitals and the community chest, all working as one unit. We haven't any disagreements on that whatever. We all work together.

### CASES OF SYPHILIS INCREASE

Mr. SPARKMAN. What are your facilities for taking care of and controlling communicable diseases?

Mayor SPELLACY. The isolation hospital is inadequate. For instance, the problem of syphilis. Cases reported to the local board of health have doubled from March a year ago to March of this year and are still on the increase. The other venereal diseases have likewise increased and there are no facilities for taking care of those cases. Our hospitals will not take communicable disease patients. The isolation hospital represents the biggest problem that we have at the moment in our health work.

Our facilities are totally inadequate, not only for this city but for the State as a whole.

Mr. SPARKMAN. Do you have any way of detecting those with communicable diseases except as you may just come upon them in clinical treatments?

Mayor SPELLACY. Well, of course, under the State law doctors are compelled to report to the board of health any communicable diseases they may find.

### PLANTS REQUIRE PHYSICAL EXAMINATION

Mr. SPARKMAN. But new workmen coming into the city of Hartford do not have to submit to any physical examination, through which they might be discovered?

Mayor SPELLACY. If they go into a defense industry they are examined by a physician representing the contractor before they receive employment.

Mr. SPARKMAN. And he, of course, would be compelled under the law to report to the public board of health any communicable disease that he found?

Mayor SPELLACY. Yes, sir.

Mr. SPARKMAN. Does the city give any medical and hospital care to any nonsettled person?

Mayor SPELLACY. Yes, sir.

Mr. SPARKMAN. Now, I believe you prompted the Governor a few minutes ago to the effect that your settlement law calls for a 4-year residence?

Mayor SPELLACY. Yes, sir.

Mr. SPARKMAN. But that is not true as to hospitalization and medical services—you provide them even to nonsettled persons?

### STATE BILLED FOR SERVICE TO IN-MIGRANTS

Mayor SPELLACY. We give whatever assistance is required in the way of aid. If the person is from another State, then the State is billed for that service; if the person is a resident of another town in Connecticut, then that town is billed for the service. If he is not an alien and has no settlement in any other town in Connecticut, then the State assumes the obligation. We perform the service but, of course, we are never totally reimbursed because the cost of the investigation is borne by the local community.

### DECLARES SCHOOLS ARE ADEQUATE

Mr. SPARKMAN. What about your schools? What is the present pupil load?

Mayor SPELLACY. They are absolutely adequate, and would be adequate even if we had six or seven thousand more pupils than we now have.

Mr. SPARKMAN. In other words you anticipate no difficulty as far as schools are concerned with relation to the defense program?

Mayor SPELLACY. We shall face an increase of teachers, an increase of expense, but not an increase of school facilities. Of course there will be the additional cost of textbooks and supplies.

Mr. SPARKMAN. Does the city of Hartford supply textbooks?

Mayor SPELLACY. Yes, sir.

Mr. SPARKMAN. To all grades?

Mayor SPELLACY. Yes, sir.

Mr. SPARKMAN. Mr. Chairman, I believe that is all.

The CHAIRMAN. Mayor Spellacy, it is gratifying to hear you state that your school facilities are adequate. In San Diego the situation is entirely different. There they are pressed for school facilities.

Mayor SPELLACY. In speaking of school facilities, I am taking also into consideration our parochial-school system as well as the public-school system. We have some 9,000 pupils in the parochial schools in the city of Hartford. If they should close down, then, of course, our public schools would be inadequate.

### TRAFFIC PROBLEMS

Mr. SPARKMAN. What about services such as roads, streets, sewers, and other things provided for under the so-called Lanham Act?

Mayor SPELLACY. Two of the largest defense plants in this locality are in other towns. The United Aircraft Co., employing some

22,000 people and scheduled to employ many thousands more, is located in East Hartford, and the Pratt & Whitney Co. has a large plant in West Hartford. Twenty-one policemen are used just to take care of the Pratt & Whitney traffic. We have to pay those 21 policemen.

The situation is equally serious with respect to East Hartford. We only have one bridge across the Connecticut River at present; another is being built, but it will be some 2 years before it is completed. In the meantime, many extra policemen are required to keep that traffic moving. It isn't flowing as well as we would like, but it is the best we can do under the circumstances.

In other words, for the accommodation of these defense industries and their workers, the city is put to a considerable expense, and it receives no revenue from either of these factories in the way of taxes. The taxes are paid to the communities in which they are located.

Mr. SPARKMAN. I presume the people who work in these plants you have mentioned live in those towns—they don't live in Hartford?

Mayor SPELLACY. Many of them live in Hartford. But many others who work in East Hartford live in West Hartford, so they must go entirely through Hartford to get to their work.

Mr. SPARKMAN. Except for the services which you mentioned, they really are not a charge on Hartford proper.

Mayor SPELLACY. It is a considerable expense, sir, even to service them.

Mr. SPARKMAN. I realize that, but I am now talking about schools for their children, housing and so forth; those are problems for East Hartford or West Hartford or wherever they might live?

Mayor SPELLACY. That is correct.

### DANGER OF INFLATION MENTIONED

Mr. SPARKMAN. And, Mayor Spellacy, I wonder what your ideas are as to the proper way to meet the shock that is coming when this thing lets down?

Mayor SPELLACY. Well, of course, one could only hazard a guess as to what is to be done.

Mr. SPARKMAN. You heard the Governor's suggestion and I am wondering if you have any further thoughts, or if your ideas coincide with his.

Mayor SPELLACY. They generally do because he has a much better mind than I have and much greater experience, perhaps, in certain lines, than I have had.

I am just a plain, ordinary, everyday lawyer. I think that the large problem in the future is to prevent inflation. Inflation can be prevented, in my opinion, only by the imposition of the highest tax that the individual can bear, plus the sale of bonds, such as defense bonds, to the public, rather than to banks where they create a credit inflation. If the imposition of this high tax during the so-called boom period were such that the individual would be prevented from buying any of the luxuries that he now enjoys (if I could buy but one suit instead of two or three, for instance), we would be creating a backlog of orders for the future, provided Congress could be induced to take that tax right out of existence when this boom is over.

### BACKLOG OF POST-DEFENSE ORDERS

We would be creating a backlog of potential orders for refrigerators, typewriters, shoes, clothes and everything else that we couldn't buy now because of the exorbitant tax rate. Create such a market and give the people at that time the money to buy with, which you could do as I have suggested; then relieve the tax situation, and you would have a flood of buying that would answer the future problem. But that is so idealistic that I doubt if it could be accomplished.

Mr. SPARKMAN. Of course your idea there is to stimulate industry to a production of needed commodities after this thing is over and thereby prevent another serious depression?

Mayor SPELLACY. Well, it is self-evident we can't do business as usual and carry on defense work, because we have neither the workers nor the materials to do it with. Self-preservation is the first law of nature, so your immediate necessity is the manufacture of the kind of goods that will preserve the United States as the United States.

All of us have got to make some sacrifice, whether we like it or not. We can make the sacrifice of going without things at the moment. The Government can compel that by taxation but that taxation will have to be removed to allow people to buy the things they have gone without.

Mr. SPARKMAN. Do you agree with the Governor's second recommendation of a public-works program after this is over?

### WOULD NOT TAX PROPERTY FOR P. W. A. PROGRAM

Mayor SPELLACY. If you carry the public-works program under an organization such as the P. W. A., whereby the localities had to bear 55 percent of the cost and the Government 45 percent, I doubt if there is going to be any locality in the United States that will be sufficiently sound when this thing is over to do it, and that is especially true in this State where your taxes are on one kind of wealth only.

We haven't a distributed tax. Ninety-six percent of our taxes are on one-third of our wealth. That is real estate and the contents of real estate, so again we come to the question that if the localities have to contribute as they did under P. W. A., I doubt that they'll be able to do it.

Mr. SPARKMAN. I think it is pertinent to consider the matter that you are mentioning, but I wonder if you would recommend such a program for Federal projects—flood control, navigation projects, buildings, and so forth? You know, of course, that we have quit building post offices and Federal buildings throughout the country. We could naturally resume that program when this is over as well as other projects of that type.

### UNSKILLED WORKERS ARE CHIEF PROBLEM

Mayor SPELLACY. But that only takes care of the skilled workers, and the skilled worker was a very small factor in our relief problem. The skilled workers have always been employed. We had very few skilled workers on relief. For instance, there was never a single toolmaker on relief in Hartford. I am just giving you an example of the condition of the skilled man. It was the nonskilled workers who furnished the great body of those on relief.

Mr. SPARKMAN. I am sure you are correct in that statement, but when this program is over many of those skilled workers are going to be out of work.

Mayor SPELLACY. Oh, yes; there isn't any doubt about that. And there isn't any doubt but what the Government can do a great deal to keep them employed by public-works projects.

What I am saying is that it only takes care of one small group. Even today you still see the unskilled on our relief rolls in Hartford.

Mr. SPARKMAN. That is all, Mr. Chairman.

### FEDERAL AID NEEDED

The CHAIRMAN. Mayor Spellacy, I just want to ask you one or two questions. Now, consider the great influx of people who are coming here and who will probably come here in increased thousands. Are you going to be able to carry that load—the hospital load, the housing load, and the other loads, without Federal aid?

Mayor SPELLACY. No, sir.

The CHAIRMAN. It just can't be done, can it?

Mayor SPELLACY. No, sir. There are a great many things the Federal Government could do. For instance, here is the Pratt & Whitney Co. That is a very important defense industry. Today that one shop is manufacturing in dollar value more than the entire tool-making industry does in normal times. In other words it has over $100,000,000 worth of annual production.

Now, these 1,000 houses the Government is building will be occupied by many of the Pratt & Whitney workers. To show you how desperate the situation is, many of those workers, in order to get to their work, will have to cross a railroad track which should be safeguarded by a grade crossing. The railroad hasn't the money to build the grade crossing and the city of Hartford hasn't the money.

But in addition to that, part of the crossing lies in West Hartford, so we wouldn't have any authority to do it anyway. However, West Hartford and Hartford combined couldn't do it without first submitting it to a vote of the people as appropriations in excess of $100,000 require an affirmative vote of the electorate. In the meantime we are jeopardizing the lives of hundreds of workers by not having that grade crossing eliminated.

I am just giving you one instance of what the Federal Government could do toward the preservation of life and the assistance of a great industry.

### NEAR DEBT LIMIT

The CHAIRMAN. Have you any debt limitation?

Mayor SPELLACY. Five percent.

The CHAIRMAN. How close are you to it?

Mayor SPELLACY. We are about two and a half million dollars away from it in Hartford, but we have recently begun spending a very large sum of money for flood protection, as you may notice as you go through our parks. We appropriated $5,000,000 for that purpose.

The CHAIRMAN. In other words, you are pretty close to the deadline after you pay the money that you have contracted for?

Mayor SPELLACY. Well, about two and a half million dollars. Of course we issue only serial bonds and those are paid every year, which automatically reduces the debt, if we don't do any refunding. During the present fiscal year we are paying off some $2,000,000 of bonds without any refunding.

### RATIO OF HOSPITAL BEDS TO POPULATION

The CHAIRMAN. Dr. Lamb?

Dr. LAMB. I would like to ask about the ratio of hospital beds to population. Have you any idea what that figure would be?

Mayor SPELLACY. Yes, sir; you mean the local population?

Dr. LAMB. Yes, sir.

Mayor SPELLACY. Well, our population is 166,000. The Hartford Hospital has a total bed capacity of 738. St. Francis Hospital has a total bed capacity of 605. The municipal hospital, in the hospital proper, has a bed capacity of 175; the isolation hospital, 65; but between the chronic wards, and so forth, we have a total bed capacity there of 655. Mt. Sinai has a bed capacity of 60. We have a neuropsychiatric institute that is intended for people who are mentally ill, which is not included in that figure, but in an emergency could be used. The United States has a veterans' hospital at Newington, and a soldiers home is going in at Rocky Hill, which could be used in an emergency. In the event an epidemic like the flu epidemic of 1918 should come along we have additional temporary facilities in Hartford.

Dr. LAMB. In other words, not counting the veterans' hospital or the psychoneurological hospital, you have upward of 2,200 beds, but they could not all be counted upon unless in the event of an emergency?

Mayor SPELLACY. In the Municipal Hospital our bed capacity is 175 plus isolation facilities for 65. Now, we also have a men's home with 250 beds which is occupied by people who are not necessarily sick, and a women's home with 65, and a men's chronic ward with 45, and a women's chronic ward with 25, besides a nursery with 30 beds. You wouldn't ordinarily class that as a hospital but it could be used in an emergency in connection with our municipal hospitals. The bed capacity, however, is really 65 in the isolation and 175 in the municipal hospital.

Dr. LAMB. Would you say, with respect to facilities for the care of communicable diseases, that further centralization would be a good thing—that is—if you had various services all in one building?

Mayor SPELLACY. I will put it as a primary need: The primary need is isolation for the entire community. I think you will find that condition not only in Hartford, but throughout Connecticut. What we have here is adequate for our normal purposes but totally inadequate for emergency conditions.

### FORTY TEACHERS ADDED THIS YEAR

Dr. LAMB. With respect to the school situation, you indicated that the load per teacher was heavy and that there was need for more teachers.

Mayor SPELLACY. No; I said if there was an increase, we have the rooms, but we would be obliged to employ more teachers. As a matter of fact we have just employed 40 more now for this year, commencing next September. We now have an increased load.

Dr. LAMB. And an increased population would cause a further condition along those lines?

Mayor SPELLACY. That is why we had to employ the 40 teachers. We are going to have an increased load in our schools starting next September, but beyond that we still have facilities for 6,000 pupils in the Hartford schools. We would require more teachers and the operating cost would be higher, but we have the physical capacity.

Dr. LAMB. That is all.

The CHAIRMAN. Mayor Spellacy, have any requests been made by Hartford or any of the surrounding communities for financial assistance from the Federal Government, to take care of the present load and a possible future load?

Mayor SPELLACY. Well, what the Governor said, of course, is true, that there are so many agencies coming here that practically every week you see a new agency—practically every other day—and we answer every question that they ask us. We have sent them a list of recommendations, and will be very glad to give the committee a copy.

The CHAIRMAN. I think it would be very valuable, and if you will supply that to the committee later, we will make it a part of the record.

[The document referred to was received at the committee's offices subsequent to the hearing, and is included in this volume as exhibit A, p. 5037.]

The CHAIRMAN. Mayor Spellacy, we thank you very sincerely for your statement. You have given us a valuable contribution and we appreciate your presence here. Thank you very much, sir.

## TESTIMONY OF MAJ. LEONARD J. MALONEY, CONNECTICUT DIRECTOR STATE EMPLOYMENT SERVICE, HARTFORD, CONN.

The CHAIRMAN. Our next witness is Major Maloney.

Major Maloney, will you give your full name and state the capacity in which your appear before the committee?

Major MALONEY. Leonard J. Maloney, and I appear here as director of the Connecticut State Employment Service.

The CHAIRMAN. Congressman Arnold will ask you questions.

Mr. ARNOLD. At the outset I want to say that the Connecticut State Employment Service is worthy of praise. It has done a fine job for the committee and its prepared statement has been used as a sample in approaching other State employment offices. This statement will be entered in the record of our hearing.

(The statement referred to is as follows:)

## STATEMENT BY LEONARD J. MALONEY, DIRECTOR, CONNECTICUT STATE EMPLOYMENT SERVICE

### PART I. DEFENSE LABOR MIGRATION IN CONNECTICUT

#### OUTLINE OF PROBLEM

Connecticut's problem with respect to the migration of labor in connection with national-defense production is not one of finding a means to stop the flow of workers from outside the State nor of stopping the movement of workers within the State but rather one of establishing a structure that will bring both the out-of-State and within-State flows under orderly control and give to defense and other industries the types of workers now needed or who will be needed in the months immediately ahead. Because of the impact upon local communities it is important that workers be brought in only in the quantities needed to the end that housing facilities will not be needlessly overtaxed to care for people not adaptable to our needs.

A recent report from 306 Connecticut employers indicated that on May 26 it was estimated that 25,000 additional workers would be needed in the ensuing 6 months. Our previous experience with these estimates of needs indicate that in most instances the figures given are conservative. However, accepting the estimates as accurate and giving consideration to the needs of employers not solicited and to other industries it can be seen that Connecticut will need from 40,000 to 50,000 new full-time workers within the next 6 months and that agriculture will require in excess of 10,000 seasonal workers during the same period as noted in part III of this statement.

### TOTAL OF ORDERS AND CONTRACTS

The cumulative totals of various orders and contracts received by Connecticut employers up to May 15, 1941, as reported by the Office of Government Reports were as follows:

| | |
|---|---|
| Army contracts | $206, 267, 596 |
| Navy contracts | 361, 487, 602 |
| Farm security housing | 223, 200 |
| Work Projects Administration defense projects | 3, 023, 369 |
| United States Housing Authority defense housing projects | 6, 357, 650 |
| Public Buildings Administration | 933, 000 |
| Office of Education (training) | 1, 397, 739 |
| National Youth Administration defense training | 643, 003 |
| Defense Plant Corporation | 740, 000 |
| Retail Trade Council | 248, 000 |

While the foregoing totals, other than Army and Navy contracts, have no direct bearing upon defense labor supply each does contribute to the general economic welfare of the State and results in business improvement and expansion.

### SOURCES OF LABOR SUPPLY

In general the State has but three sources of labor supply:

(1) Its unemployed.

(2) Those to come into the labor market from schools and colleges and women heretofore not in the labor market.

(3) People from outside the State.

In order that our own supply be used to the fullest extent it is necessary that discriminations now existing with respect to race, nationality, physically handicapped applicants, the use of women in men's jobs and the use of married women be broken down. A study of the active files of the State employment offices indicated that on April 26, 1941, an estimated 16 percent of the 35,000 people in the files were difficult of placement because they were of Italian or German extraction, another 4 percent could be placed only in a limited category of occupations because of color, about 6 percent were barred from defense industries because they were aliens, and while not particularly checked in the inventory referred to above it is known that there are about 1,500 people with physical handicaps actively seeking employment.

Included among those available for referral are about 7,400 workers on Work Projects Administration projects, about 3,000 youths on National Youth Administration projects, and about 400 Civilian Conservation Corps enrollees.

These are all included in the employment service active file totals.

The adaptation of women to some jobs ordinarily filled by men and the increased use of married women is necessary if Connecticut is to fully utilize what it has in its own labor pool.

### SCHOOL GRADUATES

The only substantial freshening of our State labor supply in the period immediately ahead will come from the high schools and colleges. A recent study of high school graduating classes (appendix A, Part I) indicates that 16,000 boys and girls will complete that phase of their education this month.[1] It is estimated that 12,000 will come into the labor market for full-time or summer jobs from the high schools. Statistics show that there will be somewhat more girls than boys and our information is that the number of graduates under 18 is higher this year than in other years. The employment offices have registered 52 percent of the graduates and it is likely that not over 80 percent will eventually register. The remaining 20 percent either do not wish to enter the labor market or have secured jobs on their own initiative.

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[1] See p. 5056.

An increased earmarking of high-school boys for jobs upon graduation raises question as to whether any appreciable number of boys over 18 will be left for a labor reserve. Several cities—Bridgeport, Bristol, and Ansonia are already giving pre-employment training to high-school boys who will go immediately into industry upon graduation.

### SUPPLY FROM OUT-OF-STATE

As shown in part II of this statement, migrants from outside Connecticut come largely from New York, Pennsylvania, and the other New England States, with others coming from Alabama, Florida, and New Jersey, and smaller numbers, principally skilled workers, coming from all parts of the country. Our present information is that the New England States, New York, and New Jersey cannot be depended upon for any substantial number of additional migrants as the demand in those States is catching up and in some cases passing the supply. Increased business activity in the States from which we have drawn heavily is already reflected in a return of some of the migrants to their home States. Pennsylvania still serves as a reservoir for Connecticut but it is our belief that exhaustion of the labor supply in Philadelphia, Pittsburgh, and other defense centers will result not only in stemming the flow of Pennsylvanians to Connecticut but will cause the return of many to that State.

### SHORTAGES IN OTHER THAN DEFENSE INDUSTRIES

In addition to the shortage of farm labor referred to above and covered in detail in part III other industries are experiencing acute labor shortages. The service trades, laundries, retail stores, gas stations, cleaning and pressing establishments, restaurants, etc., have been hit hard.

One chain operating gas stations has under consideration a plan to utilize women as attendants and a chain market concern has already introduced women as meat cutters. Retail stores are swinging from male to female clerks and restaurants are using married women in the older age groups as waitresses, short-order cooks, and chefs.

In summarizing this outline of Connecticut's defense migration problem it may be said that the expansion of our manufacturing industry for the production of defense materials and the consequent improvement in almost all other industries has caused over 100,000 men and women to move into the State or move from one part of Connecticut to another in search of employment since the first defense orders were placed with Connecticut manufacturers. That as a result of these migrations and the existence of discriminatory hiring practices there have been instances where jobs have gone to nonresidents instead of those subjected to discrimination but that the lively condition of the labor market and the relaxation of discriminatory practices has opened or will soon open jobs to those who have been passed over.

It may be said also that no serious social problems have resulted from defense migration to date although difficulties in housing have been encountered. Plans for additional expansions already in process point toward the need for continued careful study of the State's labor supply, the fullest utilization of that supply and the establishment of smoothly functioning machinery for the orderly importation of such types of workers as may be needed and in the exact numbers needed.

### REMEDIAL STEPS TAKEN

With characteristic Yankee foresight the employers of Connecticut through the Association of Manufacturers has been at work for several months studying all phases of the complexities of labor procurement. A committee of 35 personnel and employment men and women has undertaken the research work and investigation necessary to find an intelligent solution for each of the problems connected with personnel expansion necessary to speed production on existing orders and provide for future orders. The objectives and accomplishments of the committee will be presented your committee by the association itself. As director of the Connecticut State Employment Service this witness wishes to compliment the Connecticut Association of Manufacturers for its ready response to our appeal for cooperation in our efforts to bring about an orderly control of the State's labor market. There is every indication that our own supply of labor will be used insofar as it is adaptable to the needs of our State and the remaining discrimination because of race, nationality, alien status, marital status, physical handicaps and relief-work status will be broken down.

### EMPLOYMENT SERVICE ACTIVE FILE

The active file of the Connecticut State employment offices at the close of business on May 31, stood at 38,000. This means that 38,000 men and women were actively seeking employment upon that date or had visited the employment office during the preceding 30 days. It does not mean that 38,000 men and women were immediately available and qualified for the types of occupations in which there are openings.

The active files contain the registration cards of not only those who are unemployed but also the cards of those who are currently employed but who seek better paying positions or more congenial work, the cards of those who will accept employment only in the district in which registered, the cards of people presently employed on Work Projects Administration relief projects, National Youth Administration projects and Civilian Conservation Corps camps. The files contain also the cards of people with physical handicaps, superannuated registrants, men and women who because of questionable work habits or character are difficult of placement and others who for various reasons are hard to place even in a lively labor market.

The 38,000 people referred to above, plus the high school and college students who have not yet been added to the active files, plus an undetermined number of women, particularly married women, who have not yet entered the labor market, represent all the State has in its own labor reservoir. It should be pointed out that 28 percent of the 38,000 are men and women in the so-called white-collar occupations. While some of this group are adaptable to defense work it must be remembered that the files have been combed for over a year and few applicants remain who are adaptable to and willing to take factory work. It is true, too, that many high-school students who have taken precollege or commercial training will not at the outset accept employment in manufacturing. Others in the school group are not acceptable to manufacturers because of age restrictions provided in our laws.

### TRAINING AND UPGRADING

A factor contributing considerably to the migration of labor within the State is the failure of many employers to promote within their own organization. Instead of upgrading within the plant and bringing new help in at the lower levels some employers breed dissatisfaction by bringing in skilled workers and placing them above those who with little or no training could have been utilized. For over a year the employment offices have studied their inactive and dead files, have reinterviewed thousands of applicants and have uncovered a wealth of information with respect to skills urgently needed. In cooperation with the State department of education the Employment Service is now studying trade-school graduation lists for the years 1932 to 1940, inclusive, to determine whether the graduates are using to the fullest extent the skills obtained in training. Already a number of transfers from nondefense to defense industries have been effected as a result of this survey.

### DRAFT QUESTIONNAIRES

At the suggestion of the committee on defense emergency problems of the Connecticut Association of Manufacturers, the Employment Service has undertaken a study of the questionnaires of youths registered under the Selective Service Act and deferred to classes 1B, 3A, and 4F. Early results indicate the value of the study and it is being set up on a State-wide basis. The State employment service also maintains a special file of men in military service and has a procedure for returning these men to industry upon completion of training.

### DEFENSE INDUSTRIAL TRAINING COURSES

Connecticut started early in preparing its unemployed for jobs in industry. Our defense industrial training courses started in the fall of 1939 and were placed under Government supervision on July 1, 1940.

While preemployment and supplemental training courses for males are in full swing the recruitment of trainees for these courses is becoming increasingly difficult. The need for manpower is so pressing that employers are taking the green material and training takes place after employment. To meet this situation, the employment service has recommended to the State department of education and that agency has agreed to change over courses in areas in which shortages are most acute from men to women. Several courses for women are already in operation.

### ENGINEERING DEFENSE TRAINING

The engineering defense training courses in our schools of higher learning have given advanced instruction to about 4,000, mostly men. There is need to bring this program into closer relationship to the employer's need for while most of the trainees were selected on the basis of the employer's recommendation it is not believed the latter had definite plans for upgrading the employee at the completion of training.

### WORK PROJECTS ADMINISTRATION AS A SOURCE OF SUPPLY

The rolls of the Work Projects Administration have declined from a peak of 33,000 to about 7,400 at present. The employment offices have exerted every effort toward returning these relief workers to private employment. The closest cooperation has been extended by Work Projects Administration officials and workers who refuse private employment of suitable type are promptly dismissed. It is believed that we will soon reach that point in the Work Projects Administration labor pool beyond which we cannot go as the files will contain only those who because of age, physical impairment, work habits or for other reasons must have protected employment. A new study of those remaining on Work Projects Administration rolls is now underway and effort is being made to further reduce the rolls by 2,000 to 2,200.

### NATIONAL YOUTH ADMINISTRATION CLEARANCE CENTER

A new use for the National Youth Administration has become necessary in Connecticut because of the difficulties experienced by that agency in the recruitment of boys and girls for its work experience centers. An experiment is being made at the Nepaug Village Training Center to determine whether or not residential clearing centers can be set up to house boys trained in other States until such time as they may be placed with Connecticut employers. Boys from New York City and Wilkes-Barre, Pa., have been brought in and while a refinement of selection methods is indicated it is believed these centers may become a valuable part of the interstate clearance structure.

### CIVILIAN CONSERVATION CORPS CAMPS

These camps continue to be a source of excellent labor supply and while the number of camps in Connecticut has decreased from 21 to 5 and a further decrease to 3 is imminent, employers continue to absorb all who complete training.

### UNITED STATES EMPLOYMENT SERVICE CLEARANCE STRUCTURE

While the State employment service has successfully used the United States Employment Service clearance structure in moving workers into and out of the State, we believe that simplification of the present clearance procedure is necessary. Operating as it does through regional offices the office holding an order does not have the intimate touch with the applicant holding office that is necessary if all parties are to be satisfied.

Local offices should be allowed direct contact with a local office in another State with the State and regional clearance officers receiving copies of all forms.

### RECOMMENDATIONS

1. That Connecticut employers utilize to the fullest extent its own supply of labor and that discriminatory hiring practices with respect to race, nationality, and physical handicap be abandoned.
2. That women be trained for and used in the types of jobs ordinarily performed by men but to which women could be adapted.
3. That discrimination against married women cease in order that a great many women with needed skills may be brought into the labor market.
4. That the Departments of War and Navy clear up the situation regarding the employment of aliens and advise just who may be employed and who may not be employed, that these departments devise a uniform and more simple form for securing the retention of aliens and that the two departments be urged to expedite action on applications already in their hands.

5. That employers plan more intelligently for training and upgrading of their own personnel and give promotion whenever possible on the basis of seniority.

6. That employers study the jobs within their plants so that workable dilutions may be made of jobs requiring high skill.

7. That employers recognize the rights of Americans to go wherever they want in search of employment and that a structure be set up that will facilitate the transfer when it is warranted but which at the same time will permit an unbiased discussion of the advantages and disadvantages of the proposed transfer.

8. That the State employment service be used exclusively for the clearance of labor from outside the State.

9. That the National Youth Administration extend its experiment with residence clearance centers and that Civilian Conservation Corps camps not in use be made available to the National Youth Administration for this purpose and that machinery now used by National Youth Administration be made available for defense-industrial training courses.

10. That Connecticut employers anticipate their labor needs so that requisitions may be pooled for clearance and that the public employment offices receive daily advice from all employers of people taken from or returned to the labor market.

11. That employers continue to cooperate with the State employment service in the return of Work Projects Administration workers to private employment.

12. That the State selective service officials endeavor to bring about a closer relationship between local draft boards and local employment offices in order that men needed in defense industries will be considered for occupational deferment prior to classification.

13. That the Committee on Emergency Defense Problems continue through the period of the emergency its present splendid cooperation with the State employment service and other State and Federal agencies.

APPENDIX A, PART I.—*Connecticut State Employment Service—High-school graduating classes, number registered, and number in active files, May 27, 1941*

| | High-school graduating class | | | Number registered | Percent registered | Number now in active file | Number now registered to be added to active file in June |
|---|---|---|---|---|---|---|---|
| | Total | Male | Female | | | | |
| Ansonia | 651 | 308 | 343 | 390 | 60 | 0 | 390 |
| Bridgeport | 2,072 | 940 | 1,132 | 207 | 10 | 207 | 0 |
| Bristol | 407 | 185 | 222 | 400 | 100 | 0 | 355 |
| Danbury | 539 | 237 | 302 | 209 | 39 | 209 | 0 |
| Danielson | 274 | 162 | 112 | 146 | 53 | 146 | 0 |
| Hartford | 2,665 | 1,147 | 1,518 | 1,998 | 75 | 0 | 1,998 |
| Meriden | 629 | 351 | 278 | 234 | 37 | 0 | 234 |
| Middletown | 571 | 250 | 321 | 381 | 67 | 70 | 311 |
| New Britain | 714 | 297 | 417 | 457 | 64 | 46 | 411 |
| New Haven | 3,125 | 1,425 | 1,700 | 1,256 | 40 | 0 | 1,256 |
| New London | 682 | 315 | 367 | 506 | 76 | 506 | 0 |
| Norwalk | 568 | 269 | 299 | 415 | 73 | 415 | 0 |
| Norwich | 473 | 197 | 276 | 122 | 27 | 122 | 0 |
| Stamford | 862 | 407 | 455 | 213 | 25 | 0 | 213 |
| Thompsonville | 300 | 115 | 185 | 255 | 85 | 204 | 51 |
| Torrington | 488 | 237 | 251 | 390 | 80 | 0 | 390 |
| Waterbury | 1,107 | 535 | 572 | 899 | 81 | 0 | 884 |
| Willimantic | 220 | 89 | 131 | 132 | 60 | 107 | 0 |
| Total | 16,347 | [1] 7,466 | [1] 8,881 | 8,601 | 52+ | 2,032 | 6,493 |

[1] Estimated.

## PART II. REPORT OF FIELD OFFICE STUDY OF DEFENSE MIGRATION PROBLEMS

### SUMMARY OF A STUDY MADE THROUGH THE 18 FIELD OFFICES OF THE CONNECTICUT STATE EMPLOYMENT SERVICE, JUNE 1941

In order that a fairly accurate picture might be secured of the defense migratory labor problem as it affects Connecticut, questionnaires were sent to the managers of the 18 district offices of the employment service. It is believed employment office managers know more about the movement of labor into and out of the towns served by their offices than any other individual or agency within the territory. The files of the Connecticut State Employment Service contain the registration cards of over 600,000 individuals who during the past 8 years have visited the employment offices in search of work or to qualify for unemployment-compensation benefits. It is unlikely that any other State employment service has occupational information about such a large percentage of its working population. In addition to the 18 full-time field offices, there are 13 itinerant stations and the offices and part-time stations are so located that nobody in Connecticut has to go more than 10 miles to an employment office.

### NUMBER OF MIGRANTS

The reports (see appendix A[1]) submitted by the field-office managers indicate that an estimated total of 107,543 persons have come into Connecticut or have moved more within the State since the fall of 1939 in search of employment. These estimates are based upon statistical samples, actual checks of registration cards, studies of placement and registration statistics, and by contact with public authorities and representatives of industry and are believed to be as accurate as can be compiled.

Of the 107,543 migrants it is estimated that 62,226 went directly to employers and that only 45,317 visited the State employment offices. Of those who visited the offices it is estimated that 35,692 were from outside the State and 9,625 from other parts of the State. The offices registered 18,060 of the migrants and placed 8,649 of those registered. Persons from within the State and already registered at another employment office were not reregistered, and those from outside the State who obviously did not meet with the requirements of employers were not registered.

The reports indicate that of the 62,226 persons who went directly to employers and did not visit the employment offices an estimated 18,839 found employment. This makes a total of 27,488 given employment of the 107,543 migrants.

### TREND OF MIGRATION

Six of the employment offices report an increase of migration at present, while eight report decreases and three say the volume remains static It is interesting to note that while a substantial number of the migrants come from the other New England States, high percentages come to some districts from Pennsylvania and New York. Whereas at the outset of the migration only 10 offices reported migrants from Pennsylvania, at present 12 offices report migrants from that State. Some offices show high percentages of their out-of-State migrants from Pennsylvania, with Ansonia showing 60 percent; Meriden, Norwalk, and Stamford, each 50 percent; Middletown, 40 percent; Bridgeport, 35 percent; New Haven and Waterbury, 30 percent; New Britain, 25 percent.

Stamford and Danbury each report 40 percent of their migrants as coming from New York State; Norwalk reports 50 percent from that source; Thompsonville, 35 percent; Ansonia, Torrington, and Waterbury, each 30 percent; Bridgeport and Willimantic, each 25 percent.

Maine is furnishing 25 percent of the migrants who come into Bristol and New Britain whereas in the beginning Maine furnished 50 percent of Bristol's migrants and 75 percent of New Britain's. Middletown, which once received 30 percent of its migrants from Maine, now receives only 5 percent from that source.

Ten offices report migrants from Massachusetts, with the highest percentages coming into two border districts, Danielson, with 75 percent, and Thompsonville, with 45 percent. Ten offices now report receiving migrants from Massachusetts, whereas 12 offices received them early in 1940.

New Hampshire provides 30 percent of the New Haven and Meriden migrants and 25 percent of those coming into Bristol and 20 percent of those being received by Torrington. Ten offices report migrants at present from New Hampshire. Early in 1940 9 offices were getting migrants from that State, and in January 1941 10 offices were receiving them.

Vermont accounts for 25 percent of Bristol's migrants, and Torrington gets 20 percent from that source. Nine offices are receiving Vermont workers, compared with 9 in early 1940 and 11 in January 1941. Middletown, which reported 50 percent of its migrants from Vermont in early 1940, had dropped to 20 percent by January 1941 and is now receiving only 5 percent from that source.

Rhode Island contributes most heavily to New London, an abutting territory, 25 percent of New London's migrants coming from that State. Only 7 offices report receiving migrants at present from Rhode Island. Ten were getting workers from Rhode Island in January 1941.

Alabama, New Jersey, and Florida have given Connecticut substantial numbers of migrants, and small numbers have come from many other States.

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[1] See p. 5081.

### REASONS FOR MIGRATION

Only six employment-office managers attributed any portion of the migration into their territories to newspaper advertising by employers. Ansonia reported 10 percent estimated as coming in for that reason; Bridgeport, 5 percent; Danielson, 45 percent; Middletown, 5 percent; Torrington, 10 percent; and Willimantic, 10 percent. Most offices attributed a high percentage of their migrations to the large amount of publicity given to Connecticut's defense production efforts in magazines and periodicals of national circulation and metropolitan newspapers. Collier's, Time, News Week, Look, and other magazines carried articles on the State's industrial training program, its production of submarines, airplanes, and war munitions and other phases of defense work. Managers' estimates ran from 30 percent at Bristol and Norwalk to 100 percent at Stamford. Defense centers reported as follows: Bridgeport, 80 percent; Hartford, 60 percent; Waterbury, 50 percent; New Britain, 50 percent.

The importation of workers by employers through out-of-State employees already hired was given by the Stamford office manager as the reason for 70 percent of its migrants. Bridgeport reported only 5 percent from that source; Hartford, 10 percent; Waterbury, 20 percent; New Britain, 47 percent.

The clearance structure of the State employment service did not fare too well in the movement of workers into Connecticut. Bristol and New London report 20 percent of their migrants as being brought in through regular clearance. Other percentages are as follows: Ansonia, 2 percent; Bridgeport, 10 percent; Danbury, 2 percent; Danielson, 5 percent; Hartford, 5 percent; Middletown, 10 percent; New Britain, 3 percent; New Haven, 10 percent; Thompsonville, 10 percent; Waterbury, 10 percent; Willimantic, 5 percent.

Only two offices reported fee-charging private agencies as the source of migration—Middletown, attributing 2 percent to New York City agencies, and Torrington, 10 percent.

### TYPES OF OCCUPATIONS

Except in the instance of the Thompsonville office, most of the out-of-State migrants are semiskilled or unskilled. In the Thompsonville district an airport-construction project accounts for the fact that 55 percent of the migrants from rural areas and 63 percent from urban centers were of the skilled occupations. Bridgeport reported 2 percent skilled, 38 percent semiskilled, and 60 percent unskilled among those from rural areas, and 5 percent skilled, 15 percent semiskilled, and 80 percent unskilled among those from the cities. Hartford reports no skilled from either rural or urban areas, 10 percent of semiskilled and 90 percent of unskilled from the country areas, and 20 percent of semiskilled and 80 percent of unskilled from the urban centers.

Included among the skills possessed by the migrants were miners, mechanics, construction workers, shipbuilders, truck drivers, bakers, farm workers, lumber workers and woodsmen, textile workers, service workers, and clerks.

### MARITAL STATUS

In some districts the major proportion of migrants are married men with families, while in others single men have predominated. Two offices, Bridgeport, 50 percent, and Danielson, 60 percent, report a high percentage of "boomers," those who drift from place to place in search of employment. New Britain reports 75 percent of its migrants as married, while other offices in defense centers report as follows: Bridgeport, 25 percent single and 25 percent married; Hartford, 40 percent single and 50 percent married; Waterbury, 40 percent single and 40 percent married. New Haven reports 80 percent of its migrants as being single and 20 percent married.

### DISCRIMINATORY HIRING PRACTICES

State-wide relaxation of discrimination because of age is reported, all 18 offices saying that age is no longer an important factor in employment. All offices also report that barriers against the employment of married women are also relaxing, although in some territories some firms still bar married women. All except two offices report relaxation of discrimination because of nationality, Torrington and Waterbury both reporting that there has been no appreciable change in their territories. Six of the eighteen offices report no improvement in discrimination against the Negro, although the situation in this respect is very much improved. The bar against aliens is even more tight at present than a year ago. Only four offices report improvement, and none of these is in a defense area.

### INCREASED USE OF WOMEN IN MEN'S JOBS

Connecticut employers seem still hesitant to use more women in jobs ordinarily filled by men although in many districts individual employers are studying the possibilities of using women. Bridgeport reports that employers are interested but have not yet committed themselves to use women if preemployment training is given. Hartford says that while women are not yet being adapted to men's jobs in defense work a gasoline vending company has discussed the possibility of using women as gas station attendants and a chain market system is using women as meat cutters. Torrington reports a steady increase in the use of women and estimates that 10 percent of the jobs ordinarily held by men are now filled by women. Waterbury says women are used only in "rare instances."

### DEPLETION OF RURAL AREAS

The recruitment of men and women for defense industries has raised havoc with the labor supply in the rural areas of Connecticut, according to the reports of the employment office managers. Hartford, Meriden, Middletown, Ansonia, Bristol, New Britain, Torrington, and Waterbury report the towns in their area as being almost entirely stripped of male labor; Danbury reports heavy inroads on its own supply and a decrease of about 10 percent in the other towns served by the office. New Haven says all desirable young men have been taken from the towns in its district; Danielson reports a 50 to 60 percent decrease; New London, 75 percent; Norwalk, 25 percent; Thompsonville, 30 percent; and Willimantic, 85 percent, of the labor supply drawn from their respective small towns.

### HOUSING PROBLEM

No housing problems have yet arisen in the Danbury, Danielson, Meriden, Middletown, Stamford, or Willimantic districts although Middletown reports a large number of Hartford workers are taking up residence in its district and using up available rents. Torrington, Waterbury, and Bridgeport report acute housing shortages and there are shortages also in Ansonia, Bristol, Hartford, New Britain, and Thompsonville. New Haven reports a scarcity of low-priced rents; New London says rents are high and Norwalk has a shortage of rooming houses. Housing projects are under way or contemplated in Bridgeport, Bristol, Hartford, New Britain, New Haven, and New London.

Most of the larger cities of the State have taken steps to cope with their housing problems and many have established housing authorities and rental agents.

### SCHOOL, RECREATION, SOCIAL, AND OTHER PROBLEMS

There have as yet been no shortages of school facilities reported. Principal defense centers are studying the needs for fall and it is likely that schools closed during depression years will be reopened. Not much has been done with respect to extension of recreational facilities and the employment office managers have not reported any serious social problems that have arisen from the influx of workers into certain areas.

### DISTRIBUTION OF MIGRATORY LOAD

A study of the reports made by the employment office managers discloses that of the total of 107,543 migrants, an estimated 98,237 have moved into the 5 principal defense production centers. Bridgeport has received 60,000 of the number; Hartford 23,500; New London, 6,000; New Britain, 4,500; and Waterbury 4,237. Of the 98,237 migrants who visited these towns 21,125 went directly to employers and 17,332 found employment. The employment offices in those cities placed 7,371 of the migrants.

### ANSONIA DISTRICT

1. We estimate that approximately 600 migrants have visited our office since the start of work on defense contracts. We find it impossible to estimate the number that went directly to employers in the district, without stopping at our office, although we feel fairly sure that as many followed the latter course as followed the former.

(*a*) Six hundred. (See above.)

(1) Of the 600 we estimate that 500 were from outside the State.

(2) Our guess would be that there were about 100 from other parts of the State.

(*b*) Of the number of migrants who have visited our office, our estimate would be that about 250 were registered here.

(*c*) Of these 250, we would put the number of placements at about 225.

(*d*) (See statement in first paragraph above (par. 1).)

(*e*) We are in the same position as on 1 (*d*). We have been unable to get any information by inquiry among employers, that seems to be at all helpful, except that the number of migrants visiting the plants is becoming increasingly large, that some are finding employment, and that some employers have had an unsatisfactory experience in hiring help in this way and are curtailing or restricting the practice.

2. The number of migrants is apparently increasing, and the rate of acceleration seems to be rather rapid.

3. (*a*) Pennsylvania, one-third; New York, one-third; other New England States, one-third (source of migrants at beginning of migration).

(*b*) We do not feel that there was much change in the source of migrants, from the beginning of the period to January 1, 1941.

(*c*) Pennsylvania, 60 percent; New York, 30 percent; other States, 10 percent (source at present).

4. (*a*) It is almost impossible to find a rent in any of the towns included in our district. Almost invariably, when a rent is vacated, the price is raised before the place is relet, and a new tenant contracts to hire it, before it is vacated. The situation is particularly difficult for tenants with children, most landlords becoming more and more insistent on their refusal to rent to such families.

(*b*) There did not seem to be any shortage of school facilities during the current school year, the increase in enrollment serving, for the most part, to take up the slack left by the decreased enrollment of the past years. Most of the school authorities feel, however, that a continuation of the increase in enrollment will result in a shortage next year.

(*c*) So far as we know, there have been no recreation problems.

(*d*) No serious social problems seem to be arising with the possible exception of the fact that many men have found it necessary to separate from their families, leaving them behind because of the inability to secure adequate housing here. There has been much doubling up in apartments, but, so far as we know, this has not occasioned any serious problems as yet.

(*e*) Rents and food prices are rising continually. Restaurants are crowded, and traffic has become extremely heavy.

5. (*a*) There has apparently been no organized movement to improve the housing situation, with the exception of a substantial increase in private building, several developments containing small numbers of private houses having been started by private contractors.

(*b*) The school authorities seem to be fully aware of the situation and are making efforts to meet it by requests for appropriations, etc. Mr. Stevens, the superintendent of education here in Ansonia, is trying to get an appropriation to rebuild a junior high school which burned down 2 or 3 years ago, and to add a second floor to one of the wings of the Pine Manual School.

(*c*) We have heard of no measures being taken with respect to increased facilities for recreation.

(*d*) So far as we know, nothing has been done to meet new social problems with the possible exception of small increases in the police forces of the various towns.

(*e*) Rather surprisingly, there does not seem to be any increase in the number of local restaurants, in spite of the crowded conditions of those now in business.

6. Most workers from rural towns in this district are apparently now working locally.

7. Percentage of those who come in have responded to—

(*a*) Advertising of Connecticut employers, 10 percent.

(*b*) News stories of defense work in Connecticut, 58 percent.

(*c*) Requests by employers through friends or neighbors, who have previously migrated into the State, 30 percent.

(*d*) Regular employment-service clearance, 2 percent.

(*e*) Private fee charging agencies, 0 percent.

8. Type of migrants:

(*a*) Rural:

(1) Skilled from Connecticut, 2 percent; from other States, 2 percent.

(2) Semiskilled from Connecticut, 28 percent; from other States, 38 percent.

(3) Unskilled from Connecticut, 70 percent; from other States, 60 percent.

(*b*) Urban:

(1) Skilled from Connecticut, 15 percent; from other States, 15 percent.

(2) Semiskilled from Connecticut, 55 percent; from other States, 55 percent.

(3) Unskilled from Connecticut, 30 percent; from other States, 30 percent.

(*c*) The outstanding skills possessed by migrants are as follows: Coal miners, maintenance mechanics, truck drivers, welders, bakers, and chefs.

(*d*) Percentage of—

(1) Boomers: 2 percent.

(2) Single men: 38 percent.

(3) Married men with families: 60 percent.

9. In your opinion had discrimination because of color, nationality, and citizen status resulted in loss of employment to these groups in favor of migrants? Yes.

10. Is discrimination relaxing with respect to—

(*a*) Age: Yes.

(*b*) Citizenship status: Slightly.

(*c*) Color: Slightly.

(*d*) Nationality: Yes.

(*e*) Married women: Yes.

11. Most employers are trying to use women wherever possible. Many are being used on machine jobs formerly performed by men. This is especially true in the operation of small milling machines, and of drill presses. Some employers have reported that the women they are now using on the drill presses are apparently more apt at that type of work than the men they have replaced.

### BRIDGEPORT DISTRICT

1. The estimated number of migrants coming into the office for the past 6 months from out of State: 18,000.

(*a*) From other parts of the State: 2,000.

(*b*) The approximate number who have registered in the Bridgeport office: 2,400.

(*c*) The number placed is approximately: 1,800.

(*d*) Estimate of number who went directly to employers: From out of State, 40,000; from other parts of State, 5,000.

(*e*) Approximate number who found employment: 8,000.

2. Indications established in the last few days indicate that the number of migrants coming into the territory are increasing.

3. Percentage at the beginning of migration: (*a*) Pennsylvania, 50 percent; New York, 20 percent; all others, 30 percent.

(*b*) In January 1941, approximate percentage: Pennsylvania, 60 percent; New York, 20 percent; all others, 20 percent.

(*c*) At the present time, approximate percentage: Pennsylvania, 35 percent; New York, 25 percent; New Hampshire 5 percent; Massachusetts, 5 percent; Vermont, 3 percent; Maine, 3 percent; all others, 24 percent.

4. The only difficulty that we have experienced has been in the housing situation, which insofar as it affects rents for families, has been serious for some time. There is a large demand with practically none available.

(*a*) Number of complaints of the jacking-up of rents.

(*b*) There has been no difficulty insofar as school facilities, recreation, social problems, and other problems are concerned.

5. Housing situation:

The Federal Housing Authority has already started work on 600 units. The sites have been selected for 1,600 more and bids will probably be let in the very near future. On top of this, it is estimated that private capital will add from 1,800 to 2,000 more units between now and next summer.

Y. M. C. A. has already started to work on a recreation program for defense workers.

6. Due to the compactness of the territory we serve, and also that wage earners in the out-laying towns have usually been employed in Bridgeport, there has been no depletion of workers from the small surrounding towns.

7. The following are approximate percentages of those who come to Bridgeport in response to:

(*a*) Advertising of Connecticut employers, 5 percent.

(*b*) News stories of defense work in Connecticut, 80 percent.

(*c*) Requests by employers through friends or neighbors who have previously migrated into the State, 5 percent.

(*d*) Regular employment service clearance, 10 percent.

(*e*) Private fee-charging agencies, none.

8. Type of migrants:

(*a*) Rural:

(1) Skilled, from Connecticut, 4 percent; from other States, 2 percent.

(2) Semiskilled, from Connecticut, 16 percent; from other States, 10 percent.

(3) Unskilled, from Connecticut, 80 percent; from other States, 88 percent.

(*b*) Urban:

(1) Skilled, from Connecticut, 10 percent; from other States, 5 percent.

(2) Semiskilled, from Connecticut, 25 percent; from other States, 15 percent.

(3) Unskilled, from Connecticut, 65 percent; from other States, 80 percent.

(*c*) Types of skills possessed by migrants: Mechanics, carpenters, electricians, miners, farm workers, lumber workers.

(*d*) Percentage of—

(1) Boomers: 50 percent.

(2) Single men: 25 percent.

(3) Married men: 25 percent.

9. There has been some discrimination because of color or nationality, and it has possibly resulted in some loss of employment to these groups in favor of migrants. In the main the loss of employment has been in preferred occupations. In most cases work of some kind has been found in these groups.

10. There has been considerable relaxation in discrimination as to age—none as to citizenship—considerably as to color—slight as to nationality, and considerably as to married women.

11. In most cases up to date the demand for women has been in those occupations that have been usually done by women. We know of one case—the Bridgeport Brass Co.—where they are using women to load carriers with shells running into the annealing ovens. Heretofore this work has always been done by men. One company is using women as crane operators, although this practice started in the last war and has always continued, the employer claiming they have found that women give better satisfaction to them on this type of work. We have contacted several employers in the past few months in reference to the training of women to do work normally handled by men, and while we have found some interest in this direction, we have to date been unable to find any employer who would commit himself to employing these women after they have been trained.

## BRISTOL DISTRICT

1. Number of migrants who have come into this territory since start of work on defense contracts.

(*a*) We have had approximately 250 migrants come to this office from outside the State and probably 50 from other parts of this State.

(*b*) Of these we have registered approximately 150.

(*c*) Of these we have placed approximately 75.

(*d*) We would estimate that approximately 250 from out of State went directly to employer and approximately 50 from the other parts of the State.

(*e*) Of these probably 150 to 200 obtained employment.

2. The number of migrants is apparently decreasing slightly.

3. The sources of migrants from other States are as follows:

(*a*) Maine, 50 percent; New Hampshire, 25 percent; Vermont, 25 percent.

(*b*) In January 1941 migration was about the same as above.

(*c*) At present Maine, New Hampshire, and Vermont, 75 percent; New York and Pennsylvania, 25 percent.

4. The chief difficulty in regard to migrants is in relation to housing—dwellings and apartments are no longer available and single rooms are few and of poor quality. There is no difficulty in regard to school facilities and recreational facilities and so far no particular social problem has arisen.

5. In order to correct the housing situation 200 low-cost houses are being planned under the defense housing program.

6. We have almost entirely depleted the rural towns of workers.

7. Those workers who came to this office responded for the reasons given below:

(*a*) Advertising of Connecticut employers: None.

(*b*) News stories of defense work in Connecticut: 30 percent.

(*c*) Requests of employers through friends or neighbors who have previously migrated into the State: 50 percent word of mouth stories from friends and neighbors.

(*d*) Regular employment service clearance: 20 percent.

(*e*) Private fee charging agencies: None.

8. Types of migrants from Connecticut and from other States, both rural and urban, have been almost 100 percent unskilled. Most of these are woodsmen, agricultural workers, construction laborers, relief project workers, and the like.

(*a*) We would estimate that the percentages of types of migrants as follows:
(1) Boomers: 25 percent.
(2) Single men: 35 percent.
(3) Married men with families: 40 percent.

9. In my opinion there are discriminations because of color, nationality, and citizen status resulting in loss of employment in favor of migrants.

10. Discrimination is relaxing with respect to the following in the manner indicated:
(*a*) Age: Yes.
(*b*) Citizenship status: No.
(*c*) Color: No.
(*d*) Nationality: Somewhat.
(*e*) Married women: Somewhat.

11. Women are not as yet being accepted by employers in positions ordinarily held by men.

### DANBURY DISTRICT

1. Estimate number of migrants who have come into your territory since start of work on defense contracts.
(*a*) Estimate of number that have visited your office:
(1) From out of State: 100.
(2) From other parts of State: 20.
(*b*) Of this number (*a*), give estimate of number you have registered: 100.
(*c*) Of this number (*b*), give estimate of number of placements: 60.
(*d*) Estimate of number that went directly to employers:
(1) From out of State: 15 or 20.
(2) From other parts of State: None.
(*e*) Estimate of this number (*d*), who found employment (NOTE.—This does not include agricultural workers, on whom we have no information): 10 or 12.

2. Is number of migrants increasing or decreasing and to what extent? Approximately static at this time.

3. Source of migrants from other States:
(*a*) At beginning of migration (name States and percentages): New York, 40 percent; Massachusetts, 40 percent.
(*b*) In January 1941 (name States and percentages). Same, 20 percent scattered throughout States of Maine, New Hampshire, Vermont, Pennsylvania, and New Jersey.
(*c*) At present (name States and percentages), same.

4. What difficulties have arisen in your territory with respect to: No changes due to migration. Otherwise:
(*a*) Housing: No acute problem: (Trade school inadvertently housed.)
(*b*) School facilities adequate: Not outstanding.
(*c*) Recreation: No organized program.
(*d*) Social problems: Average of small urban areas under predefense conditions.
(*e*) Other.

5. What corrective measures have been taken with respect to No. 4. None caused by migration. Otherwise:
(*a*) Housing: Two private developments nearly complete (60 units).
(*b*) School facilities: Finance board just turned down trade school. No additional public schools as yet.
(*c*) Recreation: None.
(*d*) Social problems: None.
(*e*) Other.

6. To what extent have rural towns in your district been depleted of workers? Young men normally doing farm work have been trained for defense industries: 5 to 10 percent. NOTE.—Danbury is more depleted than rural areas.

7. What percentage of those who come in have responded to:
(*a*) Advertising of Connecticut employers: Almost none.
(*b*) News stories of defense work in Connecticut: 80 percent approximately.
(*c*) Requests by employers through friends or neighbors who have previously migrated into the State: 18 percent approximately.
(*d*) Regular employment service clearance: 2 percent (two men from Massachusetts).
(*e*) Private fee charging agencies: None.

8. Types of migrants:

(*a*) Rural:

(1) Skilled from Connecticut, none; from other States, none.

(2) Semi-skilled from Connecticut, 1 percent; from other States, 6 percent.

(3) Unskilled from Connecticut, 7 percent; from other States, 35 percent (estimated).

(*b*) Urban:

(1) Skilled, from Connecticut, none; from other States, none.

(2) Semiskilled, from Connecticut, 7 percent; from other States, 6 percent.

(3) Unskilled, from Connecticut, 8 percent; from other States 36 percent.

(*c*) Types of skills possessed by migrants (carpenters, mechanics, agricultural workers, etc.) Agircultural, 90 percent; some diverted into factory labor, mechanics.

(*d*) Percentage of—

(1) Boomers: None.

(2) Single men: 3 to 4 percent (scattered, unskilled).

(3) Married men with families: 6 to 7 percent.

9. In your opinion has discrimination because of color, nationality, and citizen status resulted in loss of employment to these groups in favor of migrants. No.

10. Is discrimination relaxing with respect to: Yes, in general.

(*a*) Age: Higher ages accepted.

(*b*) Citizenship status: Government contracts only.

(*c*) Color: No fixed policy, very few applicants.

(*d*) Nationality: No discrimination.

(*e*) Married women: Very little discrimination, confined to few employers.

11. Are women being accepted by employers in defense industries in jobs ordinarily held by men and to what extent? (Give types of jobs.) No experience, because no need has yet developed. Willingness to adapt has been expressed.

(NOTE.—Danbury's problem consists of openings because of local workers who have migrated to other areas, rather than an influx of migrant workers.)

### DANIELSON DISTRICT

1. Estimated number of migrants who have come into this territory since start of work on defense contracts.

(*a*) Estimate of number that have visited this office:

(1) From out of State: 75.

(2) From other parts of State: 45.

(*b*) Of this number (*a*), estimate of number this office has registered: 20.

(*c*) Of this number (*b*), estimate of number of placements: 4.

(*d*) Estimate of number that went directly to employers:

(1) From out of State: 25.

(2) From other parts of State: 6.

(*e*) Estimate of this number (*d*), who found employment: 15.

2. Number of migrants is decreasing to practically vanishing point in last month.

3. Source of migrants from other States:

(*a*) At beginning of migration (States and percentages): Massachusetts, 50 percent; New Hampshire, 20 percent; New York, 15 percent; Rhode Island, 15 percent.

(*b*) In January 1941: Massachusetts, 65 percent; New York, 10 percent; Rhode Island, 10 percent; New Hampshire, 15 percent.

(*c*) At present time: Massachusetts, 75 percent; Rhode Island, 5 percent; New York, 20 percent.

4–5. No difficulties have arisen in this territory with respect to housing, school facilities, recreation, social problems, or other.

6. Extent to which rural towns in this district have been depleted of workers; 50 to 60 percent, including those taken into military service.

7. Percentage of those who come in have responded to:

(*a*) Advertising of Connecticut employers: 45 percent.

(*b*) News stories of defense work in Connecticut: 50 percent.

(*c*) Requests by employers through friends or neighbors who have previously migrated: None that we can discover.

(*d*) Regular employment service clearance: 5 percent.

(*e*) Private fee-charging agencies: None.

8. Types of migrants:

(*a*) Rural:

(1) Skilled, from Connecticut, 5 percent; from other States, 10 percent.

(2) Semiskilled, from Connecticut, 10 percent; from other States, 25 percent.

(3) Unskilled, from Connecticut, 85 percent; from other States, 65 percent.

(*b*) Urban:

(1) Skilled, from Connecticut, 20 percent; from other States, 35 percent.

(2) Semiskilled, from Connecticut, 30 percent; from other States, 15 percent.

(3) Unskilled, from Connecticut, 50 percent; from other States, 50 percent.

(*c*) Types of skills possessed by migrants: Textile workers, construction workers, machine-shop workers.

(*d*) Percentage of—

(1) Boomers: 60 percent.

(2) Single men: 25 percent.

(3) Married men with families: 15 percent.

9. Has discrimination because of color, nationality, and citizen status resulted in loss of employment to these groups in favor of migrants? No.

10. Is discrimination relaxing with respect to:

(*a*) Age: Yes.

(*b*) Citizenship status: No.

(*c*) Color: No.

(*d*) Nationality: Yes.

(*e*) Married women: To slight extent.

11. Are women being accepted by employers in defense industries in jobs ordinarily held by men and to what extent? No.

### HARTFORD DISTRICT

1. (*a*) Total number of migrants visiting office: 11,750.

(1) Out of State (80 percent): 9,400.

(2) In State (20 percent): 2,350.

(*b*) Total registered by us: 9,150.

(*c*) Estimated placements: 4,000.

(*d*) Probably about the same number as called at this office.

(*e*) Between 7,000 and 8,000 out of State.

2. The number of migrants is probably decreasing. Since the number of unemployed is constantly decreasing throughout the country and especially in the east where there is a heavy concentration of defense industries, this seems to be a logical conclusion. The monthly average for this office for the year surveyed was about 1,000. The month of May shows about 500. It is improbable that the general decrease is as much as 50 percent but the trend is apparent.

3. Throughout the whole period covered, the principal source of migrants has been Massachusetts. The average percentages have been as follows: Massachusetts, 30 percent; New York, 15 to 20 percent; Maine, 10 percent; New Hampshire, 7½ percent; Vermont, 4 percent; Rhode Island, 2½ percent and Pennsylvania, 3½ percent. The balance has been scattered throughout the east.

4. (*a*) Housing has presented serious problems. Rents are at a premium in Hartford proper and in all of the towns of the surrounding area. The situation is also acute as far as rooms for single men are concerned.

(*b*) The school problem is not serious at the present. The school population has been shrinking for some time with the result that there were more school facilities than were being used.

(*c*) Recreation facilities are being taxed by the large numbers who are now here. The movies seemed to be filled to capacity every night; bowling alleys have been hard to get all winter and I have noticed that new ones are being built in the city. With the coming of good weather, public dancing is available at some of the parks and there is great interest in night baseball and softball. Due to the fact that where there has been a great amount of hiring done, the workers have gone on three shifts, there has been a tendency to even up the load of those who are idle at one time and so facilities have not been too heavily in demand.

(*d*) The social agencies tell me that their greatest problem is that arising out of housing conditions and involves such things as keeping families together or finding more suitable quarters for them. There appears to be no great demand for relief from people who get here and fail to secure employment. Juvenile delinquency and crime do not appear to have increased. Traffic is, of course, a major problem. There is also increased demand for hospitalization facilities.

5. (*a*) New home building is increasing as rapidly as possible in the whole area. There is one large development in West Hartford which will take care of about 1,000 families. Trailer camps have been set up; barracks are being built and an old hotel is being considered as a home for single men. The Federal Housing Administration is cooperating through furnishing funds. A committee canvasses the city to maintain a file of available rooms.

(*b*) It has not been necessary to do anything about the school situation up to date.

(*c*) All agencies which have to do with recreation are expanding their facilities as they can and arranging programs on a time schedule that will give opportunities to as great a number as possible.

(*d*) All of the agencies seem to be doing what they can to meet this situation as it arises. There are funds to meet requirements; hospital service is being extended and increased; case workers are being added to give advice and aid in family adjustment. A quick survey of the situation seems to indicate that all who are responsible for executing any program are aware of what is going on and are prepared to find solutions as they are needed.

6. The employment service records show that there is practically no labor available in any of the towns in the area. We have been unable to get much of any help from the relief rolls in our area for either construction or agricultural labor.

7. (*a*) I do not believe that any appreciable percentage of workers have come into this area in response to advertising. In one case a manufacturer has advertised in those localities where it was believed that workers of his type would be and the response has been negligible.

(*b*) It may be safely assumed that between 60 and 65 percent of the people who have come here have been attracted by news stories. It must be remembered that every newspaper and nationally circulated magazine has carried articles concerning our training program and the progress of industry in Connecticut. This coverage has also extended to trade journals. A letter was received this week from Venezuela following an article in the New York Times concerning the training program.

(*c*) This section should be qualified. These people have not come in response to a request by employers through friends and neighbors but rather through information as to job possibilities being passed on gratis by those who have been successful in obtaining employment here. It is interesting to note that whenever we answer a request for information from some obscure community that a few days later more requests will come from the same town.

(*d*) The employment service clearance has initiated little of this migration since it has been concerned principally with selected occupations in the skilled brackets.

(*e*) Little or none. The industries here are not private employment agency minded and except in the higher type industrial jobs have done little with migrants.

8. In this area, the proportion of people who have come in have been from urban rather than rural communities. In determining a percentage, occupationally, we find that potential semiskilled workers constitute the largest group. In a selected list of 311, 68 or a little more than 20 percent were so coded. This means, in general, that they were young men who had not definitely established themselves in any job and were recent school graduates or drops; about 18 percent had previously done service work of some kind; 10 percent were from the clerical field; about 18 percent had done semiskilled work in either manufacturing or nonmanufacturing industries; 7 percent had done sales work; 7 percent were skilled in nonmanufacturing lines and are assumed to be building tradesmen; about 5 percent were skilled factory men; 3 percent were from agriculture and the remainder unskilled.

The men in all of the groups sampled were pretty much evenly divided as to marital status. In one group of 350, 168 were single and 182 married. I do not believe that more than 10 percent of them are boomers, which I construe to be men who have had jobs in widely scattered sections of the country and who seem to follow activity wherever it is.

9. In the early days of the defense program, I think that discrimination did exist with the result that many migrants were hired to the exclusion of local colored people, noncitizens and those nationality groups considered unsuitable for factory work.

10. I am sure that discrimination is relaxing or about to do so for all of the groups involved.

11. There seems to be no appreciable hiring of women on jobs at the present time in the defense industries. At a meeting of the local defense advisory group this week, the sentiment seemed to be a bit against it. It is worth noting, however, that a major oil company called this morning to discuss women as gas station attendants and one of the chains is now using women as meat cutters in its markets.

### MERIDEN DISTRICT

1. I estimate the number of migrant workers who have come into the Meriden territory since the start of work on defense work as approximately 850.

(*a*) The number who have visited the Meriden office since June 1, 1940, were approximately 250.

(1) From out of State: 225.

(2) From other parts of State: 25.

(*b*) We have registered approximately 200.

(*c*) We have placed approximately 100.

(*d*) From information gathered from employers in the district I would estimate that approximately, from June 1, 1940, to June 1, 1941, 600 went directly to employers: 600.

(1) From out of State: 500.

(2) Other parts of the State: 100.

(*e*) Found employment: 270.

2. The number of migrants coming into the Meriden district is decreasing considerably. Where we formerly had some coming in each week it seems at the present that they come in in groups about once a month.

3. The out-of-State migrants come from Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, New York, New Jersey, and Pennsylvania.

(*a*) At the beginning of migration: Maine, 15 percent; New Hampshire, 40 percent; Vermont, 5 percent; Massachusetts, 2 percent; Rhode Island, 2 percent; New York, 30 percent; New Jersey, 1 percent; Pennsylvania, 5 percent.

(*b*) In January 1941: Maine, 2 percent; New Hampshire, 50 percent; Vermont, 2 percent; Massachusetts, 2 percent; Rhode Island, 2 percent; New York, 30 percent; New Jersey, none; Pennsylvania and other States, 12 percent.

(*c*) At present: Pennsylvania, 50 percent; Maine, 2 percent; New Hampshire, 30 percent; New York, 10 percent; other States, 8 percent.

4. We have had no real difficulties in this territory in respect to (*a*) housing, (*b*) school facilities, (*c*) recreation, (*d*) social problems, (*e*) other. Rents have been hard to find, but eventually all persons coming into the territory seem to locate housing.

5. The following measures have been taken with respect to housing:

(*a*) A room registry was established at the Meriden Young Men's Christian Association. This is being financed in part by the Manufacturers Association of Meriden. Any person having room to rent may register same with the Young Men's Christian Association. An inspector is sent to the premises and a check-up is made on the locality, the condition of the room, and a check is made on the persons having the room to rent to be sure that the rooms are suitable and all surrounding conditions are proper and fit to refer persons who are looking for quarters. There is a Federal Housing Administration project under way to build 200 low-cost homes. This will in a short time release other premises for rental. The Salvation Army of Meriden has taken over a 14-room house on Veteran Street and converted same into a low-cost hotel.

(*b*) School facilities are adequate.

(*c*) Recreation facilities are adequate.

(*d*) No particular social problems are prevalent.

6. The rural areas have been practically depleted of available male workers. The rural areas in the vicinity of Meriden are not necessarily agricultural as is the usual case. Most of the inhabitants in the rural towns of this area work or have worked in one of the factories in the surrounding cities. There is a definite shortage of male farm helpers in these rural areas. There is an available supply of female workers in the area. These are semiskilled or unskilled factory types.

7. Migration of workers to the Meriden area was a result of—

(*a*) Advertising of Connecticut employers: None. The employers in the Meriden area agreed not to advertise in the newspapers and to the best of my knowledge have refrained from so doing.

(*b*) News stories of defense work in Connecticut was the prime reason for migrants to this area: 85 percent.

(*c*) Requests by employers to friends and neighbors who had previously migrated into the State: 5 percent.

(*d*) Regular employment service clearance: 10 percent.

(*e*) Private fee-charging agencies: None.

8. Types of migrants:

(*a*) Rural:

(1) Skilled, from Connecticut, 5 percent; from other States, 5 percent.

(2) Semiskilled, from Connecticut, 80 percent; from other States, 15 percent.

(3) Unskilled, from Connecticut, 15 percent; from other States, 80 percent.

(*b*) Urban:

(1) Skilled from Connecticut, 5 percent; from other States, 5 percent.

(2) Semiskilled from Connecticut, 80 percent; from other States, 10 percent.

(3) Unskilled from Connecticut, 15 percent; from other States, 85 percent.

(*c*) The types of skills possessed by migrants to the Meriden area were agricultural, woodsmen, and unskilled labor, 75 percent; semiskilled machine operators, 20 percent; skilled mechanics, 5 percent.

(*d*) Percentage of—

(1) Boomers, 10 percent.

(2) Single men, 60 percent.

(3) Married men with families, 30 percent.

9. There has been no discrimination because of color or nationality in the Meriden area. In reference to citizen status, all those plants which are required to live up to citizen requirements as results of Government contracts are enforcing the citizen requirement.

10. There has been a slight relaxing with respect to age in both directions. Some of the plants are now taking boys under 18, that is, 16 to 18 years, where they formerly would only consider boys 18 or over and are also taking older men, although the age limit was never very rigidly enforced in the Meriden territory. We never have had a question of nationality. We have never had a problem of color because there are practically no colored people in the territory. Some of the plants which normally have a ruling against married women working have dropped this and have called back former employees who have married and have hired other married women.

11. To date women have not been placed on jobs ordinarily held by men. It has not been necessary as yet to do this. The plants are considering this move should it be necessary. Some of the jobs for which they may use women where men are now employed are buffing, sand, tripoli, and rouge; drill-press operators; power-press operators; hydraulic-press operators; and hand millers and possibly a few other light machine operators jobs such as small lathes and riveting machines.

## MIDDLETOWN DISTRICT

1. Number of migrants coming into territory: 755.

(*a*) Number visiting office: 130.

(1) Out of State: 50.

(2) In State: 80.

(*b*) Total registered: 20.

(*c*) Number of placements: 15.

(*d*) Number that went directly to employers: 625.

(1) From out of State: 600.

(2) From State: 25.

(*e*) Number of (*d*) who found employment: 135.

2. Migration is decreasing slightly.

3. Source of migration:

Beginning: New York, 5; Pennsylvania, 5; Massachusetts, 5; Maine, 30; Vermont, 50; Rhode Island, 5.

January 1, 1941: New York, 15; New Jersey, 10; Pennsylvania, 25; Massachusetts, 5; Maine, 15; New Hampshire, 5; Vermont, 20; Rhode Island, 5.

At present: New York, 20; New Jersey, 15; Pennsylvania, 40; Massachusetts, 5; Maine, 5; New Hampshire, 5; Vermont, 5; Rhode Island, 5.

(*a*) No housing difficulties, although rentals of either apartments, houses or rooms are not too plentiful. This is due, in great part, to workers in the Hartford district living in this district.

(*b*) No school difficulties.

(*c*) No recreation difficulties.

(*d*) No social problems.

(*e*) Improved transportation facilities needed.

5. Corrective measures taken.

(*a*) There is a Federal housing project, approved by Washington, to be built in this district for some 200 units. However, for the past many months there has been very strong opposition to this project and the question of its location has not been decided. According to advices in the newspaper there is to be a meeting of the common council on June 5 that will probably decide the question.

(*b*) The schools in general are anticipating a much lower registration next year. One at least, the Middletown city school district, has announced that it is not replacing several of the teachers who have resigned or retired.

(*c*) Recreation: None.
(*d*) Social problems: None.
(*e*) Other: None.

6. Male workers in the rural districts have been greatly depleted and some towns report that there are no able-bodied workers in the town. This is not true of the women, and there should be an adequate supply of women workers for local industry or nearby industry if the transportation problem can be solved.

7. Migrants came as a result of—
(*a*) Advertising: 5 percent.
(*b*) News stories: 60 percent.
(*c*) Invitation: 23 percent.
(*d*) Clearance: 10 percent.
(*e*) Private agencies: 2 percent (New York City).

8. Types of migrants:
(*a*) Rural:
(1) Skilled, from Connecticut, 5 percent; from other States, 5 percent.
(2) Semiskilled from Connecticut, 25 percent; from other States, 20 percent.
(3) Unskilled, from Connecticut, 70 percent; from other States, 75 percent.
(*b*) Urben:
(1) Skilled, from Connecticut, 10 percent; from other States, 10 percent.
(2) Semiskilled, from Connecticut, 30 percent; from other States, 30 percent.
(3) Unskilled, from Connecticut, 60 percent; from other States, 60 percent.
(*c*) Mechanics, agricultural workers, semiskilled and unskilled factory laborers.
(*d*) Percentage of—
(1) Boomers: 20 percent.
(2) Single men: 40 percent.
(3) Married men with families: 40 percent.

9. No discrimination.

10. Relaxation of discrimination:
(*a*) Age: Yes.
(*b*) Citizenship status: Yes, except where defense contracts prohibit.
(*c*) Color: No. Very small percentage of colored and very small problem.
(*d*) Nationality: Yes.
(*e*) Married women: Yes.

11. Are women being accepted by employers in defense industries? To a small but increasing extent. Several employers are contemplating the use of women, but have not actually started. The types of jobs are assemblers and bench workers, small-press operators, and weavers.

### NEW BRITAIN DISTRICT

1. We estimate that the number of migrants who have come into this territory seeking work since the start of work on defense contracts, at 4,500.
(*a*) Estimate of number that have visited this office: 900.
(1) Out of State: 600.
(2) From other parts of State: 300.
(*b*) Of this number (*a*) we estimated that we have registered 700.
(*c*) Of this number (*b*) we estimate that we have placed 400.
(*d*) Of the total 4,500 we estimate that 3,600 went directly to employers:
(1) From out of State: 3,000.
(2) From other parts of State: 600.
(*e*) Of this total number of 3,600, we estimate 1,100 found employment.

2. We estimate that the number of migrants at the present rate, in 6 months will be double the number for the preceding 6 months.

3. Source of migrants from other States:

(*a*) At beginning of migration: Maine, 75 percent; Vermont, 5 percent; New Hampshire, 10 percent; Massachusetts, 10 percent—100 percent.

(*b*) January 1941: Maine, 65 percent; Vermont, 10 percent; New Hampshire, 10 percent; Massachusetts, 10 percent; Rhode Island, 5 percent—100 percent.

(*c*) At present: Maine, 25 percent; Vermont, 10 percent; New Hampshire, 10 percent; Massachusetts, 10 percent; Rhode Island, 5 percent; New York, 10 percent; Pennsylvania, 25 percent; All other States, 5 percent—100 percent.

4. Difficulties which have arisen in this territory:

(*a*) Housing: Two-tenths of 1 percent rental vacancies in New Britain, January 1941.

(*b*) School facilities: Ample school facilities in New Britain. Shortage of high-school facilities in Plainville and Berlin.

(*c*) Recreation: None.

(*d*) Social problems: No serious social problems.

(*e*) Other: Improved bus schedules needed from New Britain to Meriden, Southington, and Bristol. Difficulty in securing skilled workers for industry and enrollees for national-defense training courses, also strikes.

5. Corrective measures which have been taken with respect to No. 4:

(*a*) Housing: Contract has been let for project Connecticut 5–1 and is now approximately 65 percent complete—low-rent housing to accommodate 340 families. Already 212 applications have been received. Rentals are restricted to families with incomes under $1,600. Defense housing project, Connecticut 6–031, calling for 300 units, has also been let to contract and 165 applications have already been received. This project is just starting to get under way and it is expected that approximately 77 units will be ready in July. The only restrictions for rentals in this project are that applicants must be residents of New Britain and employed on defense work. Defense housing project No. 6032–X, calling for 200 units, is now under consideration. Restrictions will be the same on this project, namely, that applicants must be residents of New Britain and employed on defense work.

(*b*) School facilities:

New Britain: There is no evidence that high-school facilities will be taxed by the increase in population due to defense production. An additional 2,000 pupils can be accommodated in elementary grades and an additional 1,000 in junior high schools. The senior high school, by crowding, can accommodate 500 more on a single-session program. If a double-session program is adopted, approximately 1,500 more could be accommodated. Until the Mount Pleasant and defense housing projects are tenanted, school officials are unable to determine to what degree it may be necessary to enlarge facilities. There is no estimate of how many children will be taken from other elementary schools if and when their parents move to the Mount Pleasant and defense housing projects.

Plainville: High-school facilities crowded. The present high school was built to accommodate 320 pupils, but present enrollment is 475, creating an overcrowded condition. The schools are operating one session only. As a last resort double sessions could be adopted. No definite steps have been taken to increase present school facilities although school authorities have instituted a cooperative program—the Stamford plan, whereby 40 pupils are accommodated through the New Britain Trade School facilities. The same general crowded conditions prevail in the elementary schools in Plainville. All in all, the school system in Plainville is definitely overcrowded at the present time. While the increase in enrollment during the past year has only been 10 or 15 over previous year's enrollment, there is a strong feeling on the part of the school authorities in Plainville that an increase in facilities is very desirable, to meet anticipated increase in enrollment due to defense workers who are employed in New Britain and Bristol and are taking up residence in Plainville.

Berlin: The superintendent of schools in Berlin reports that there has been a slight increase of enrollment in Berlin due to influx of workers in this area. At the present time, approximately 35 more pupils could be accommodated in the grade schools and 20 more in the high school than the present enrollment figure. A proposal to erect a new elementary school building to cost approximately $90,000 failed to pass, and an emergency program was submitted by superintendent of schools designed to take care of the overcrowded conditions which prevail at present and will become more acute next fall. By a doubling up of facilities pupils in grade schools will be taken care of, and fifth, sixth, and seventh grades will be transferred to Kensington, where a new grammar school will be organized. Present junior high school program will be eliminated and high school will take care of 9 to 12 grades.

(*c*) Recreation: 25 parks with 930 acres (evaluation of $4,850,000), with ample playground, swimming pools, and recreational facilities. Industrial baseball league evenings and city baseball league on Saturdays; eight public park concerts during summer months.

(*d*) Social: No serious social problems in this area. Relief load lowest in years—amply taken care of by local welfare departments.

(*e*) Other: There have been a minimum of strikes in this area, due to the fact that employers have paid bonuses and have increased wage rates.

6. While Berlin and Plainville, the only other towns in this district, might be classified as rural, very few residents of these towns are engaged in agricultural pursuits but rather in industry. Practically all of these workers are now engaged in jobs in industry with the exception of unskilled and these are being rapidly absorbed.

7. We estimate the following percentages of those who have come to New Britain as a result of—

(*a*) Advertising of Connecticut employers: None.

(*b*) News stories of defense work in Connecticut: 50 percent.

(*c*) Requests by employers through friends or neighbors who have previously migrated into the State: 47 percent.

(*d*) Regular employment-service clearance: 3 percent.

(*e*) Private fee-charging agencies: None.

8. Types of migrants:

(*a*) Rural:

(1) Skilled, from Connecticut, 1 percent; from other States, 1 percent.

(2) Semiskilled, from Connecticut, 5 percent; from other States, 10 percent.

(3) Unskilled, from Connecticut, 5 percent; from other States, 5 percent.

(*b*) Urban:

(1) Skilled, from Connecticut, 5 percent; from other States, 3 percent.

(2) Semiskilled, from Connecticut, 10 percent; from other States, 15 percent.

(3) Unskilled, from Connecticut, 10 percent; from other States, 30 percent.

(*c*) Types of skills possessed by migrants are mostly mechanical, agricultural, mining, and some textile.

(*d*) Percentage of—

(1) Boomers: 90 percent.

(2) Single men: 25 percent.

(3) Married men with families: 75 percent.

9. In general there has been no discrimination because of color, nationality, citizen status which has resulted in loss of employment to these groups in favor of migrants.

10. (*a*) Discrimination is relaxing with respect to age.

(*b*) Citizenship status: Only a very few factories have ever insisted on citizenship status and these same concerns now hold defense contracts and, therefore, insist on citizenship status.

(*c*) Color: No problem as regards color, excepting female Negroes in laundry and dry-cleaning establishments where other workers object to their presence.

(*d*) Nationality: There seems to be a slight discrimination with certain concerns as regards nationality, particularly Italian and Jewish.

(*e*) Married women: Discrimination is relaxing as regards married women.

11. There has been no wholesale acceptance of women by employers in defense industries in jobs ordinarily held by men. New Britain employers have always utilized the services of women wherever practicable. Jobs in industry where women's services are utilized most are as follows: Foot, power, and drill-press operators; assembly and inspection work; brazing; light milling-machine work; racking; operation of sewing machines. Most manufacturers in this district are studying local plant situations to see where women can be used to replace men who are called into service or who might be used in more highly skilled operations.

### NEW HAVEN DISTRICT

1. Estimate number of migrants who have come into your office:

(*a*) Estimate of number that have visited your office.

(1) From out of State: 350.

(2) From other parts of State: 75.

(*b*) Of this number (*a*), give estimate of number you have registered: 90.

(*c*) Of this number (*b*), give estimate of number of placements: 70.

(*d*) Estimate of number that went directly to employers.

(1) From out of State: 350.

(2) From other parts of State: 150.

(*e*) Estimate of this number (*d*), who found employment: 5 percent. (Inasmuch as New Haven is considered an open-shop town, the employers in this district hesitate to take employees from other States where unions are in effects, inasmuch as local employers are very suspicious of these migrants being possible agitators.)

2. Is number of migrants increasing or decreasing and to what extent: The number of migrants is definitely decreasing. This is very evident among farm workers and unskilled labor types.

3. Source of migrants from other States:

(*a*) At beginning of migration: Pennsylvania, 25 percent; New York, 20 percent; New Hampshire, 20 percent; Massachusetts, 20 percent; other, 15 percent.

(*b*) In January 1941: New Hampshire, 10 percent; Maine, 30 percent; Vermont, 20 percent; Pennsylvania, 20 percent; New York, 20 percent;

(*c*) At present: Pennsylvania, 30 percent; New Hampshire, 30 percent; Maine, 10 percent; Massachusetts, 10 percent; Southern States, 20 percent.

4. What difficulties have arisen in your territory with respect to—

(*a*) Housing: There are still rents available, but there is a scarcity of low price rents ($20–$30 monthly) for the working class. There are rents available in certain sections of the city which could be used if some repair work was done.

(*b*) School facilities: No problem created here locally.

(*c*) Recreation: More activity at local Y.

(*d*) Social problems: I have talked with Mr. Foley of the home registry bureau and he advised me that at the present time there is no shortage of rooms for transients. He has a list of approximately 300 rooms which are available; and also, rooms as listed in the classified section of the neswpapers show that there are sufficient number of these still available.

(*e*) Other: There has been a slight increase in the prices asked for rents as compared with 6 months ago, but this has not been too much up to the present time.

5. What corrective measures have been taken with respect to No. 4:

(*a*) Housing: Mayor's defense council has set up a homes registry bureau where all available rents may be listed free.

(*b*) School facilities: Nothing done here, with the exception of plans for a new trade school.

(*c*) Recreation: No known changes here.

(*d*) Social problems: Changes should be apparent in local budget for community chest, etc.

6. To what extent have rural towns in your district been depleted of workers: The younger agricultural workers have secured industrial jobs in large numbers.

7. What percentage of those who come in have responded to—

(*a*) Advertising of Connecticut employers. None.

(*b*) News stories of defense work in Connecticut: 75 percent.

(*c*) Requests by employers through friends or neighbors who have previously migrated into the State: 15 percent.

(*d*) Regular employment service clearance: 10 percent.

(*e*) Private fee charging agencies: None.

8. Types of migrants:

(*a*) Rural:

(1) Skilled, from Connecticut, none; from other States, none.

(2) Semiskilled, from Connecticut, 5 percent; from other States, none.

(3) Unskilled, from Connecticut, 95 percent; from other States, 100 percent.

(*b*) Urban:

(1) Skilled, from Connecticut, none; from other States, none.

(2) Semiskilled, from Connecticut, none; from other States, none.

(3) Unskilled, from Connecticut, 100 percent; from other States, 100 percent.

(*c*) Types of skills possessed by migrants (carpenters, mechanics, agricultural workers, etc.): Majority have no specific skills, but are unskilled labor class, with the exception of 60 trainees from Maine.

(*d*) Percentage of—

(1) Boomers: 5 percent.

(2) Single men: 80 percent.

(3) Married men with families: 15 percent.

9. In your opinion has discrimination because of color, nationality, and citizen status resulted in loss of employment to these groups in favor of migrants: No.

10. Is discrimination relaxing with respect to—

(*a*) Age: Yes.

(*b*) Citizenship status: No; more rigid.

(*c*) Color: Yes.

(*d*) Nationality: Yes.

(*e*) Married women: Yes.

11. Are women being accepted by employers in defense industries in jobs ordinarily held by men and to what extent: No; not in New Haven at present.

## NEW LONDON DISTRICT

The information contained herewith is based on estimates arrived at by the manager and two supervising interviewers, on the basis of applications, referrals, etc., which we are able to check. The period covered is from January 1 to May 1, 1941, and all estimates are based on this period. We are unable to give even approximate information concerning these matters prior to January 1, 1941.

1. Estimate number of migrants who have come into your territory since start of work on defense contracts: 6,000.

(*a*) Estimate of number that have visited your office: 5,000.

(1) From out of State: 2,000.

(2) From other parts of State: 3,000.

(*b*) Of this number (*a*), give estimate of number you have registered: 1,000.

(*c*) Of this number (*b*), give estimate of number of placements: 550.

(*d*) Estimate of number that went directly to employers: 1,000.

(1) From out of State: 600.

(2) From other parts of State: 400.

(*e*) Estimate of this number (*d*) who found employment: 500.

2. Is number of migrants increasing or decreasing and to what extent: Holding steady.

3. Source of migrants from other States:

(*a*) At beginning of migration (name States and percentages): No estimate.

(*b*) In January 1941: Rhode Island, 25 percent; Massachusetts, Maine, New York, Vermont, New Hampshire, Pennsylvania, New Jersey, Ohio, 25 percent; in State, 45 percent; scattered, 5 percent.

(*c*) At present time: In State, 60 percent; Rhode Island, 25 percent; New York Pennsylvania, Massachusetts, Vermont, and Maine, 15 percent.

4. What difficulties have arisen in your territory with respect to, and

5. What corrective measures have been taken with respect to No. 4:

(*a*) Housing: Rents in New London proper have been "jacked up" by property owners, because of the feeling that easy money procured in defense industries should be shared by them, too. There is no acute scarcity of houses in New London but those that are available are highly priced. The available rentals start around $40 for a flat of five rooms and range up to $100 for a single family house in the better residential section. A large number of desirable homes are for sale at prices in the $5,000 to $6,000 range in the town of New London.

In the town of Groton rents are quite scarce at any price. There is, however, a considerable amount of building both by private interests and by governmental interests. Several hundred units of low priced houses are completed or in the process of construction in the Groton area and should relieve the pressure on the man of average income.

(*b*) School facilities: School facilities in the New London area, with the possible exception of Chapman Technical High School, are adequate for any expected increase in load for the next year. Chapman Tech is at present crowded beyond capacity, although additions have been made to this school each year for the last 3 or 4 years. Trustees of this school have requested a loan of $75,000 to increase their facilities for the school year 1941–42.

In the Groton area, the school problem promises to become acute. One housing area of 100 units, devoted exclusively to enlisted Navy personnel, will add, it is estimated, 50 children of grammar school age and 200 more units adjacent to it, are expected to add another 100 children. School facilities in this area consist of a 2-room wooden school building, housing approximately 40 students. In another school district area, 200 housing units will be ready in 45 to 60 days and 400 more units are contemplated, bringing another school problem to this district. School authorities have been to Washington with this problem and expect to receive governmental aid in handling it.

(*c*) Recreation: Does not seem to create a great problem in this area, which is situated along the shore with many public beaches easily accessible and State parks within easy automobile ride. Enlisted personnel in the armed forces are being taken care of by local organizations, including Young Men's Christian Association, Young Women's Christian Association, Knights of Columbus, Diocesan Bureau, and Salvation Army. A United Service Organizations unit has been organized and will gradually take over the functions now being carried on by the above-named organizations. No facilities of this type are at present available in Groton.

(*d*) Social problems: No comment.

(*e*) Other: Sanitary facilities in Groton seem to offer the greatest problem in connection with the expansion load. Groton completed a water filtration and pumping plant about a year ago and reports are that this plant is operating at full capacity, 12 hours per day. Additional storage facilities and pipe lines are required to set up a water reserve to care for expanded needs. Sewer facilities in Groton are principally limited to those provided by Groton Borough. The Groton sewerage system disposes raw sewage into the nearby Thames River without treatment.

In the New London area, a recently completed sewage disposal plant treats sewage before disposal of effluent into the Thames River from approximately two-thirds of the city. One-third is still discharging raw sewage directly into the Thames River. The city of New London is already taking steps to provide for connection of the raw sewage lines with the sewage-disposal plant and it is expected that steps will be completed along this line shortly. Some governmental aid in this project is being sought by the city of New London. The water supply for the city of New London is deemed adequate for any reasonable increase, although recommendations have been made during the week, that additional facilities for storage be provided for the New London system, together with additional pumping facilities.

The city of New London is provided with electricity and gas by the Connecticut Power Co. and both services are such that considerable expansion can be handled without difficulty.

In the Groton area, there is no gas service. Electricity is provided by municipal service of the borough of Groton. This municipal system is now carrying its maximum load and the department has plans under way for expanding its transformer capacity to take care of an increased load. This will be provided for by a bond issue of the department. Power is purchased by the department from the Eastern Connecticut Power Co. at Montville.

In the Waterford area, building has not advanced as much as expected due to the lack of public water supply, sewage facilities and gas. Electricity is provided generally in all parts of the town by the Connecticut Power Co. Houses built in this town are usually provided with septic tanks and driven wells.

6. To what extent have rural towns in your district been depleted of workers: It is estimated that 75 percent of the available, desirable type of workers residing in the rural towns in this area have found jobs with industries here.

7. What percentage of those who come in have responded to—

(*a*) Advertising of Connecticut employers: None as far as known.

(*b*) News stories of defense work in Connecticut: 75 percent.

(*c*) Requests by employers through friends or neighbors who have previously migrated into the State: 5 percent.

(*d*) Regular employment service clearance: 20 percent.

8. Types of migrants:

(*a*) Rural:

(1) Skilled, from Connecticut, 10 percent; from other States, 5 percent.

(2) Semiskilled, from Connecticut, 30 percent; from other States, 5 percent.

(3) Unskilled, from Connecticut, 60 percent; from other States, 90 percent.

(*b*) Urban:

(1) Skilled, from Connecticut, 5 percent; from other States, 5 percent.

(2) Semiskilled, from Connecticut, 30 percent; from other States, 5 percent.

(3) Unskilled, from Connecticut, 80 percent; from other States, 90 percent.

(*c*) Types of skills possessed by migrants: Carpenters, machinists, chippers, riggers, machine operators, plumbers, steam fitters, welders (inexperienced), painters, unskilled.

(*d*) Percentage of—

(1) Boomers: 30 percent.

(2) Single men: 40 percent.

(3) Married men with families: 30 percent.

9. In your opinion has discrimination because of color, nationality, and citizen status resulted in loss of employment to these groups in favor of migrants: No.

10. Is discrimination relaxing with respect to—

(*a*) Age: Yes.

(*b*) Citizenship status: No.

(*c*) Color: Yes.

(*d*) Nationality: Yes.

(*e*) Married women: Yes.

11. Are women being accepted by employers in defense industries in jobs ordinarily held by men and to what extent: No shortage of men in this area as yet.

### NORWALK DISTRICT

1. (*a*) Approximately 250 people have come to Norwalk from out of the State.

(1) Approximately 50 people have come to Norwalk from other parts of the State.

(*b*) Approximately 200 people have been registered.

(*c*) Approximately 200 people have been placed.

(*d*) Seventy-five to one hundred people (but found employers had contact with the Norwalk Connecticut State Employment Service) and in the main were all referred to the office by employers.

(*e*) Probably 25 people without office contact.

2. The number of migrants coming to the Norwalk area has decreased approximately 50 percent.

3. Source of migrants from other States:

(*a*) From Pennsylvania 50 percent; Maine 40 percent; New York 8 percent; Vermont 2 percent.

(*b*) Approximately the same percentage as above.

(*c*) From Pennsylvania 50 percent; remainder from New York State.

4. What difficulties have arisen in your territory with respect to—

(*a*) Some difficulty in regard to rooming-house facilities.

(*b*), (*c*), (*d*), (*e*): No difficulty.

5. No corrective measures have been taken with respect to No. 4.

6. Hard to estimate; probably 25 percent.

7. What percentage of those who come in have responded to—

(*a*) None.

(*b*) 30 percent.

(*c*) 70 percent.

(*d*) None.

(*e*) None.

8. Types of migrants:

(*a*) Rural:

(1) Skilled, from Connecticut, none; from other States, none.

(2) Semiskilled, from Connecticut, 20 percent; from other States, 20 percent.

(3) Unskilled, from Connecticut, 80 percent; from other States, 80 percent.

(*b*) Urban:

(1) Skilled, from Connecticut, none; from other States, none.

(2) Semiskilled, from Connecticut, none; from other States, 20 percent.

(3) Unskilled, from Connecticut, none; from other States, 80 percent.

(*c*) Coal miners, construction laborers, truck drivers, clerical workers, woodsmen, agricultural workers.

(*d*) (1) 5 percent.
(2) 75 percent.
(3) 20 percent.

9. To a small degree.

10. (*a*) Yes; because of necessity.

(*b*) Not important factors in Norwalk.

(*c*) Some, but still definite barrier.

(*d*) Yes; considerably.

(*e*) Yes; to a small degree.

11. Little defense in Norwalk area. Where there is defense work, no displacement has occurred, but movement is anticipated.

### STAMFORD DISTRICT

1. Estimate number of migrants who have come into this territory since start of work on defense contracts.

(*a*) Estimate of number that have visited this office:

(1) From out of State, 150.

(2) From other parts of State, 10.

(*b*) Of this number (*a*), give estimate of number we have registered: 25.

(*c*) Of this number (5), give estimate of number of placements: 20.

(*d*) Estimate of number that went directly to employers:

(1) From out of State: Small percentage.

(2) From other parts of State: Small percentage.

(*e*) Estimate of this number (3), who found employment: Small percentage.

2. Is number of migrants increasing or decreasing and to what extent: The number remains about the same.

3. Source of migrants from other States:

(*a*) At beginning of migration (name States and percentages): Maine, 10 percent; Pennsylvania, 50 percent; New York, 40 percent.

(*b*) In January, 1941 (name States and percentage): Same as (*a*).

(*c*) At present (name States and percentages): Same as (*a*).

4–5. What difficulties have arisen in your territory with respect to:

(*a*) Housing: None.

(*b*) School facilities: None.

(*c*) Recreation: None.

(*d*) Social problems: None.

6. To what extent have rural towns in this district been depleted of workers? The rural towns in this district are almost wholly residential. The workers have always commuted. That condition has not changed.

7. What percentage of those who come in have responded to:

(*a*) Advertising of Connecticut employers.

(*b*) News stories of defense work in Connecticut: Almost 100 percent.

(*c*) Requests by employers through friends or neighobrs who have previously migrated into the State.

(*d*) Regular employment service clearance.

(*e*) Private fee charging agencies.

8. Types of migrants:

(*b*) Urban:

(1) Skilled, from Connecticut, 10 percent; from other States, 10 percent.

(2) Semiskilled, from Connecticut, none; from other States, 10 percent.

(3) Unskilled, from Connecticut, none; from other States, 80 percent.

(*c*) Types of skills possessed by migrants (carpenters, mechanics, agricultural workers, etc.): No skills; construction laborers and miners.

(*d*) Percentage of—

(1) Boomers: None.

(2) Single men: 80 percent.

(3) Married men with families: 20 percent.

9. In our opinion, has discrimination because of color, nationality, and citizen status resulted in loss of employment to these groups in favor of migrants: No.

10. Is discrimination relaxing with respect to—

(*a*) Age: Yes.

(*b*) Citizenship status: No.

(*c*) Color: No.

(*d*) Nationality: Somewhat.

(*e*) Married women: There is no discrimination against married women.

11. Are women being accepted by employers in defense industries in jobs ordinarily held by men and to what extent? Not to any great extent.

### THOMPSONVILLE DISTRICT

1. We estimate that there have been about 2,500 work seekers come into this territory since the start of work on defense contracts.

(*a*) Of this number, about 1,000 have visited our office. Of these:

(1) Six hundred and twenty-five have been from out of State (since we neighbor on Massachusetts).

(2) Three hundred and seventy-five have come from other parts of the State.

(*b*) Of this number, we have registered 408.

(*c*) Have placed about 375 of these.

(*d*) We estimate that the other 1,500 went directly to employers.

(1) About 1,000 from out of State.

(2) Five hundred from other parts of State.

(*e*) Of this latter number, we doubt if more than 300 have found employment in this territory.

2. Apparently the number of migrants is decreasing by about 25 percent.

3. At the beginning of the migration:

(*a*) Maine accounted for 40 percent, Massachusetts for 25 percent, New Hampshire for 15 percent, and New York and Vermont 10 percent each.

(*b*) The picture then changed somewhat so that in January of 1941, Massachusetts accounted for 30 percent, Maine 25 percen , New York and New Hampshire 15 percent each, Vermont, Rhode Island, and New Jersey about 5 percent each.

(*c*) At present due, in large measure, to the Windsor Locks Airport construction, Massachusetts accounts for about 45 percent, New York about 35 percent, Florida about 10 percent and New Hampshire and Vermont 5 percent each.

4. The only difficulty which has arisen in this territory of those mentioned in your letter, has been in regard to housing, of which there has been and still is a shortage growing more acute daily.

5. No large scale measures have been taken to remedy this situation and with typical rural reluctance, private enterprise has not been a corrective factor as yet.

6. The growing industrial shortage has attracted perhaps 30 percent of the workers in the rural towns in this district.

7. (*a*) News stories of defense work in Connecticut have accounted for 80 percent of the migrants.

(*b*) Requests by employers through friends or neighbors who have previously migrated into the State account for 10 percent, and

(*c*) Regular Employment Service clearance would account for another 10 percent.

(*d*) Advertising of Connecticut employers, and

(*e*) Private fee-charging agencies have been negligible.

8. Type of migrants:

(*a*) Rural:

(1) Skilled, from Connecticut, 79 percent; from other States, 55 percent.

(2) Semiskilled, from Connecticut, 3 percent; from other States, 5 percent.

(3) Unskilled, from Connecticut, 18 percent; from other States, 40 percent.

(*b*) Urban:

(1) Skilled, from Connecticut, 25 percent; from other States, 63 percent.

(2) Semiskilled, from Connecticut, 10 percent; from other States, 7 percent.

(3) Unskilled, from Connecticut, 65 percent; from other States, 30 percent.

(*c*) Eighty percent of the skilled migrants have been trades people and skilled machine and equipment operators. The other 20 percent have been supervisory employees. The semiskilled have been 75 percent equipment operators and 25 percent production employees. In the unskilled groups, practically 100 percent have been construction or agricultural employees.

(*d*) Twenty percent of the total have been boomers, 60 percent have been single men, and the other 20 percent married men with families. Of this 20 percent, about 10 percent are commuters from localities in or out of State sufficiently nearby to permit it.

9. In our opinion, there has been no loss of employment, because of discrimination, to other groups in favor of these migrants.

10. Discrimination is relaxing with respect to all the items enumerated.

11. Women are not as yet replacing men but such a move is contemplated by at least one large manufacturer in the district. Women are, however, being used to supplement work which could be done by men at the present time.

### TORRINGTON DISTRICT

1. The number of migrants who have come into the Torrington area is estimated as 1,200.

(*a*) Estimate of number that have visited this office:

(1) From out of State: 420.

(2) From other parts of Connecticut: 80.

(*b*) Number who have registered: 130.

(*c*) Number of placements: 64.

(*d*) It is estimated that 700 went directly to employers:

(1) From out of State: 600.

(2) From other parts of the State: 100.

(*e*) It is estimated that 300 found employment.

2. The number of migrants is increasing sharply.

3. Source of migrants from other States:

(*a*) New York, 30 percent; Pennsylvania, 20 percent; Massachusetts, 20 percent; New Hampshire, 10 percent; Vermont, 10 percent; various, 10 percent.

(*b*) New York, 30 percent; Pennsylvania, 30 percent; Massachusetts, 15 percent; New Hampshire, 5 percent; Vermont, 10 percent; various, 10 percent.

(*c*) New York, 30 percent; Pennsylvania, 20 percent; Vermont, 20 percent; New Hampshire, 20 percent; various, 10 percent.

4. (*a*) The housing situation has become acute. There are frequent reports that men seeking work did not report to their employers because they were unsuccessful in locating living quarters. Families of three or more are reporting living in one room or other inadequate quarters.

(*b*) The grade school facilities appear ample to handle the increasing enrollment resulting from the influx of migrants. The local high school, already taxed to capacity will be hard pressed to accommodate the new students.

(*c*) No organized recreational activities have been instituted.

(*d*) The local social agencies and the police department report no special social problems having been brought on by the addition of the migrants to the city population.

5. (*a*) A central renting bureau has been set up by the local Chamber of Commerce and through an organized campaign the citizens of the city have been

urged to register with the Chamber any living facilities which they are desirous of renting to newcomers.

(*b*) The campaign for a new high school has been given added impetus by the influx of additional and potential students.

(*c*) The location of the city and the nature of the terrain make available to residents many natural recreational activities. There is no organized program.

(*d*) The municipal government is alert to the possibilities of new problems arising from the new population and the situation appears to be well under control.

6. The rural towns in this district have been entirely depleted of workers.

7. Migrants who have responded to—

(*a*) 10 percent.
(*b*) 50 percent.
(*c*) 20 percent.
(*d*) 10 percent.
(*e*) 10 percent.

8. Types of migrants:

(*a*) Rural:
(1) Skilled, from Connecticut, 20 percent; from other States, 10 percent.
(2) Semiskilled, from Connecticut, 20 percent; from other States, 20 percent.
(3) Unskilled, from Connecticut, 60 percent; from other States, 70 percent.
(*b*) Urban:
(1) Skilled, from Connecticut, 20 percent; from other States, 20 percent.
(2) Semiskilled, from Connecticut, 30 percent; from other States, 20 percent.
(3) Unskilled, from Connecticut, 50 percent; from other States, 60 percent.

(*c*) The skills possessed by migrants have been limited to machinists and agricultural workers.

(*d*) Percentage of:
(1) Boomers: 20 percent.
(2) Single men: 60 percent.
(3) Married men with families: 20 percent.

9. No.

10. (*a*) Discrimination with respect to age is relaxing.
(*b*) With respect to citizenship status: No.
(*c*) With respect to color: Yes.
(*d*) With respect to nationality: No.
(*e*) With respect to married women: Yes.

There is no problem in this area with respect to Negroes. They are being employed but for the most part in reasonably large groups. These groups are completely separate and there is little comingling of whites and blacks. In isolated cases a Negro has been placed working side by side with a white man.

11. Women are being accepted by employers in defense industries in jobs ordinarily held by men. It is estimated that approximately 10 percent of the jobs ordinarily handled by men have been filled by women.

The activities of women are generally limited to performing press operations, bench work, and inspection duties.

### WATERBURY DISTRICT

1. We estimate that 3,883 migrants have reported to our office during the period from June 24, 1940, to May 31, 1941. The first defense contract notification was dated June 24, 1940.

(*a*) Estimate of number that have visted our office: 3,462.
(1) From out of State: 2,597.
(2) From other parts of State: 865.
(*b*) Estimate of number we have registered: 3,107.
(*c*) Estimate of number of placements: 621.
(*d*) Estimate of number that went directly to employers: 775.
1. From out of State: 620.
2. From other parts of State: 155.
(*e*) Estimate of this number (*d*), who found employment: 232.

2. Number of migrants is increasing. During the months of April and May migrations stepped up about 10 percent.

3. Source of migrants from other States:

(*a*) At beginning of migration: New York, 55 percent; Pennsylvania, 15 percent; Massachusetts, 15 percent; Rhode Island, 15 percent.

(*b*) In January 1941: New York, 45 percent; Pennsylvania, 19 percent; Rhode Island, 9 percent; Massachusetts, 18 percent, Maine, 9 percent.

(*c*) At present: New York, 30 percent; Pennsylvania, 30 percent; Massachusetts, 12 percent; Maine, 7 percent; Vermont, 5 percent; New Jersey, 3 percent; Rhode Island, 3 percent; New Hampshire, 2 percent; others, 8 percent.

4–5. Difficulties which have arisen in our territory and corrective measures which have been taken with respect to—

(*a*) Housing: There is a scarcity of apartments and homes which has grown acute in the past few months. Bids for Federal Housing, 300 units, have been awarded this past week and construction of these units starts very shortly. This will alleviate immediate distress with regard to living quarters. There are very few rooms available and waiting lists are maintained at the Room Service and Young Men's Christian Association.

(*b*) School facilities: During the past few years, five schools have been closed in the Waterbury district, but due to the influx of defense workers additions have been requested in three schools.

(*c*) Recreation: Recreation has been inadequate during normal times and I know of no concrete plans to better this condition.

(*d*) Social problems: The workers that have come to this community although they are migrants, are not construction workers concerned with short period employment, and are not living in temporary quarters such as tourist camps; nor are they segregated from any other members of the community.

(*e*) None.

6. In a school registration taken during April and May, we found that the young people in the rural communities are willing to work away from home or within commuting distance. There seems to be no great unemployment in the rural districts.

7. Percentage of those who come in have been in response to—

(*a*) Advertising of Connecticut employers: 10 percent.

(*b*) News stories of defense work in Connecticut: 45 percent.

(*c*) Requests by employers through friends or neighbors who have previously migrated into the State: 40 percent.

(*d*) Regular employment service clearance: 5 percent.

(*e*) No private fee charging agencies in this district.

8. Types of migrants:

(*a*) Rural:

(1) Skilled, from Connecticut, 5 percent; other States, 1 percent.

(2) Semiskilled, from Connecticut, 15 percent; other States, 10 percent.

(3) Unskilled, from Connecticut, 80 percent; other States, 89 percent.

(*b*) Urban:

(1) Skilled, from Connecticut, 10 percent; from other States, 9 percent.

(2) Semiskilled, from Connecticut, 40 percent; from other States, 35 percent.

(3) Unskilled, from Connecticut, 50 percent; from other States, 66 percent.

(*c*) Types of skills possessed by migrants: Miners, truck drivers, machine operators, auto mechanics, clerical workers, agricultural workers, restaurant workers.

(*d*) Percentage of—

(1) Boomers, 20 percent.

(2) Single men and women, 60 percent.

(3) Married men with families, 40 percent.

9. Because of discrimination of color and some feeling with regard to nationality groups and of course citizen status, many of these migrants have not been referred to openings which they would fit. Other employers have consistently refused to see out of town or out of State applicants. During the month of May two firms changed their ruling on this and are seeing people from certain States—namely, Pennsylvania and Vermont.

10. Is discrimination relaxing with respect to—

(*a*) Age: Yes; with the exception of women 45 or up who look 45 and up.

(*b*) Citizenship status: No.

(*c*) Color: No; although efforts of the local interracial committee with the help of Washington are making every effort to break down this discrimination in industrial work.

(*d*) Nationality: Except in the small plants, certain nationality groups are still being excluded by order from the employer. The Manufacturers Association committee members are endeavoring to lift this ban at the present time.

(*e*) Married women: Only one good-sized firm is still restricting its employment to single women. In commercial work this status has changed and married women are being referred regularly on this type of work.

11. Women are not being accepted by employers in jobs ordinarily held by men except in rare instances. Because of a recent demand, we have instigated a tracing course, the graduates of which will relieve young men of tracing positions in drafting rooms. The hiring of women, industrially speaking, has not made the strides hoped for.

### WILLIMANTIC DISTRICT

1. Number of migrants who have come into this territory since start of work on defense contracts:

(*a*) (1) From out of State: 100.

(2) From other parts of the State: 200.

(*b*) Have registered: 110.

(*c*) Have placed: 65.

(*d*) (1) Went directly to employers from out of State: None.

(2) Went to employers from other parts of State: 200.

(*e*) Obtained employment: 100.

2. The month of May showed 100 percent increase in number of migrants registering at this office as compared with January 1941.

3. The sources of migrants from other States are as follows:

(*a*) New York, 30 percent; Vermont, 30 percent; Maine, 20 percent; Rhode Island, 10 percent; and Massachusetts, 10 percent (at beginning of migration).

(*b*) New York, 30 percent; Vermont, 30 percent; Maine, 20 percent; Rhode Island, 10 percent; and Massachusetts, 10 percent (January 1941).

(*c*) New York, 25 percent; Rhode Island, 33 percent; Ohio, Indiana, Massachusetts, and Alabama, each 10 percent (at present).

4. There have been no difficulties in this territory with regard to housing, school facilities, recreation, social problems or other.

5. There has been no need to take any corrective measures with regard to items mentioned in No. 4.

6. Rural towns in this district have been depleted of 85 percent of workers.

7. What percentage of those who came in have responded to—

(*a*) None who have come in have responded to advertising of Connecticut employers.

(*b*) Practically 100 percent have come in response to news stories of defense work in Connecticut.

(*c*) None have come in response to requests from employers through friends or neighbors who have previously migrated into the State.

(*d*) None have come through regular employment service clearance.

(*c*) None have come through private fee-charging agencies.

8. Types of migrants:

(*a*) Rural:

(1) Skilled, from Connecticut, none; from other States, 13 percent.

(2) Semiskilled, from Connecticut, 60 percent; from other States, 60 percent.

(3) Unskilled, from Connecticut, 40 percent; from other States, 27 percent.

(*b*) Urban:

(1) Skilled, from Connecticut, 5 percent; from other States, 13 percent.

(2) Semiskilled, from Connecticut, 55 percent; from other States, 60 percent.

(3) Unskilled, from Connecticut, 40 percent; from other States, 27 percent.

(*c*) Migrants possess skills as road-equipment operators, auto mechanics, and factory laborers.

(*d*) 1. Boomers: 2 percent.

2. Single men: 25 percent.

3. Married men with families: 30 percent. (Balance composed primarily of married women whose husbands are employed in this area or nearby areas.)

9. There has been no loss of employment due to discrimination because of color, nationality or citizen status in favor of migrants.

10. (*a*) Discrimination is relaxing with respect to age.

(*b*) To date, citizenship status has not been an obstacle to placements.

(*c*) Discrimination has not relaxed with respect to color.

(*d*) Discrimination has relaxed with respect to nationality.

(*e*) Discrimination has relaxed with respect to married women.

11. Women are not being accepted by employers in defense industries in jobs ordinarily held by men. Since there are no defense jobs in this territory limited to men, employers generally have not had to substitute women for men workers. In the cases of male employees leaving to enter other defense jobs, their places to date, have been filled by other males.

| | Total migration | Out-of-State people visiting employment offices | In-State migrants visiting employment offices | Number registrants | Number who went directly to employers | Placed by offices | Placed by employers | Total placed | Migration increasing or decreasing | Source of migrants | | | | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | | | At beginning | | | | | | | | On Jan. 1, 1941 | | | | | | | | At present | | | | | | | |
| | | | | | | | | | | Maine | Pennsylvania | New York | Massachusetts | New Hampshire | Rhode Island | Vermont | Other | Maine | Pennsylvania | New York | Massachusetts | New Hampshire | Rhode Island | Vermont | Other | Maine | Pennsylvania | New York | Massachusetts | New Hampshire | Rhode Island | Vermont | Other |
| | | | | | | | | | | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. | Pct. |
| Ansonia | 1,200 | 500 | 100 | 250 | 600 | 225 | 200 | 425 | I | 6⅔ | 33⅓ | 33⅓ | 6⅔ | 6⅔ | 6⅔ | 6⅔ | | 6⅔ | 33⅓ | 33⅓ | 6⅔ | 6⅔ | 6⅔ | 6⅔ | | | 60 | 30 | | | | | 10 |
| Bridgeport | 60,000 | 18,000 | 2,000 | 2,400 | 40,000 | 1,800 | 8,000 | 9,800 | I | | 50 | 20 | | | | | 30 | | 60 | 20 | | | | | 20 | 3 | 35 | 25 | 5 | 5 | | 3 | 24 |
| Bristol | 600 | 250 | 50 | 150 | 300 | 75 | 150 | 225 | D | 50 | | | | 25 | | 25 | | 50 | | | | 25 | | 25 | | 25 | 12½ | 12½ | | 25 | | 25 | |
| Danbury | 140 | 100 | 20 | 100 | 20 | 60 | 12 | 72 | | | | 40 | 40 | | | | 20 | | | 40 | 40 | | | | 20 | | | 40 | 40 | | | | 20 |
| Danielson | 151 | 75 | 45 | 20 | 31 | 4 | 15 | 19 | D | | | 15 | 50 | 20 | 15 | | | | | 10 | .65 | 15 | 10 | | | | | 20 | 75 | | 5 | | |
| Hartford | 23,500 | 9,400 | 2,350 | 9,150 | 11,750 | 4,000 | 7,500 | 11,500 | D | 10 | 3½ | 17½ | 30 | 7½ | 2½ | 4 | 25 | 10 | 3½ | 17½ | 30 | 7½ | 2½ | 4 | 25 | 10 | 3½ | 17½ | 30 | 7½ | 2½ | 4 | 25 |
| Meriden | 850 | 225 | 25 | 200 | 600 | 100 | 270 | 370 | D | 15 | 5 | 30 | 2 | 40 | 2 | 5 | 1 | 2 | | 30 | 2 | 50 | 2 | 2 | 12 | 2 | 50 | 10 | | 30 | | | 8 |
| Middletown | 755 | 50 | 80 | 20 | 625 | 15 | 135 | 150 | D | 30 | 5 | 5 | 5 | | 5 | 50 | | 30 | 25 | 15 | 5 | 5 | 5 | 20 | 10 | 5 | 40 | 20 | 5 | 5 | 5 | 5 | 15 |
| New Britain | 4,500 | 600 | 300 | 700 | 3,600 | 400 | 1,100 | 1,500 | I | 75 | | | 10 | 10 | | 5 | | 65 | | | 10 | 10 | 5 | 10 | | 25 | 25 | 10 | 10 | 10 | 5 | 10 | 5 |
| New Haven | 925 | 350 | 75 | 90 | 500 | 70 | 25 | 95 | D | | 25 | 20 | 20 | 20 | | | 15 | 30 | 20 | 20 | | 10 | | 20 | | 10 | 30 | | 10 | 30 | | | 20 |
| New London | 6,000 | 2,000 | 3,000 | 1,000 | 1,000 | 550 | 500 | 1,050 | | | | | | | | | | | | | | | 25 | | 75 | 7½ | | | | | 25 | 7½ | 60 |
| Norwalk | 325 | 250 | 50 | 200 | 25 | 200 | | 200 | D | 40 | 50 | 8 | | | | 2 | | 40 | | 50 | 8 | | | 2 | | | 50 | 50 | | | | | |
| Norwich [1] | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Stamford | 160 | 150 | 10 | 25 | | 25 | | 25 | | 10 | 50 | 40 | | | | | | 10 | 50 | 40 | | | | | | 10 | 50 | 40 | | | | | |
| Thompsonville | 2,500 | 625 | 375 | 408 | 1,500 | 375 | 300 | 675 | D | 40 | | 10 | 25 | 15 | | 10 | | 25 | | 15 | 30 | 15 | 5 | 5 | 5 | | | 35 | 45 | 5 | | 5 | 10 |
| Torrington | 1,200 | 420 | 80 | 130 | 700 | 64 | 300 | 364 | I | | 20 | 30 | 20 | 10 | | 10 | 10 | | 30 | 30 | 15 | 5 | | 10 | 10 | | 20 | 30 | | 20 | | 20 | 10 |
| Waterbury | 4,237 | 2,597 | 865 | 3,107 | 775 | 621 | 232 | 853 | I | | 15 | 55 | 15 | | 15 | | | 9 | 19 | 45 | 18 | | 9 | | | 7 | 30 | 30 | 12 | 2 | 3 | 5 | 11 |
| Willimantie | 500 | 100 | 200 | 110 | 200 | 65 | 100 | 165 | I | 20 | | 30 | 10 | | 10 | 30 | | 20 | | 30 | 10 | | 10 | 30 | | | | 25 | 10 | | 33 | | 52 |
| Total | 107,543 | 35,692 | 9,625 | 18,060 | 62,226 | 8,649 | 18,839 | 27,488 | | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) | (1) |

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[1] No migration into Norwich.

## APPENDIX A, PART II—Continued

| | Reason for migration | | | | | Status as to skills | | | | | | Marital status | | | Discrimination relaxing with respect to— | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Out-of-State, rural | | | Out-of-State, urban | | | | | | | | | | |
| | Response to newspaper ads | Publicity on Connecticut defense work | Requested by employers through workers | Employment service clearance | Fee-charging agencies | Skilled | Semi-skilled | Unskilled | Skilled | Semi-skilled | Unskilled | Boomers | Single men | Married men | Age | Aliens | Color | Nationality | Married women |
| | *Percent* | *Percent* | *Percent* | *Percent* | | *Percent* | *Percent* | *Percent* | *Percent* | *Percent* | *Percent* | *Percent* | *Percent* | *Percent* | | | | | |
| Ansonia | 10 | 58 | 30 | 2 | | 2 | 38 | 60 | 15 | 55 | 30 | 2 | 38 | 60 | Yes | Yes | Yes | Yes | Yes. |
| Bridgeport | 5 | 80 | 5 | 10 | | 2 | 10 | 88 | 5 | 15 | 80 | 50 | 25 | 25 | Yes | No | Yes | Yes | Yes. |
| Bristol | | 30 | 50 | 20 | | | | 100 | | | 100 | 25 | 35 | 40 | Yes | No | No | Yes | Yes. |
| Danbury | | 80 | 18 | 2 | | | 20 | 30 | | 20 | 80 | | 30 | 70 | Yes | No | Yes | Yes | Yes. |
| Danielson | 45 | 50 | | 5 | | 10 | 25 | 65 | 35 | 15 | 50 | 60 | 25 | 15 | Yes | No | No | Yes | Yes. |
| Hartford | | 60 | 10 | 5 | | | 10 | 90 | | 20 | 80 | 10 | 40 | 50 | Yes | Yes | Yes | Yes | Yes. |
| Meriden | | 85 | 5 | 10 | | 5 | 15 | 80 | 5 | 10 | 85 | 10 | 60 | 30 | Yes | No | Yes | Yes | Yes. |
| Middletown | 5 | 60 | 23 | 10 | 2 | 5 | 20 | 75 | 10 | 30 | 60 | 20 | 40 | 40 | Yes | Yes | No | Yes | Yes. |
| New Britain | | 50 | 47 | 3 | | 10 | 40 | 50 | 13 | 40 | 47 | | 25 | 75 | Yes | No | Yes | Yes | Yes. |
| New Haven | | 75 | 15 | 10 | | | | 100 | | | 100 | 5 | 80 | 15 | Yes | No | Yes | Yes | Yes. |
| New London | | 75 | 5 | 20 | | 5 | 5 | 90 | 5 | 5 | 90 | 30 | 40 | 30 | Yes | No | Yes | Yes | Yes. |
| Norwalk | | 30 | 70 | | | | 20 | 80 | | 20 | 80 | 5 | 75 | 20 | Yes | Yes | Yes | Yes | Yes. |
| Norwich [1] | | | | | | | | | | | | | | | | | | | |
| Stamford | | 100 | | | | | | | 10 | 10 | 80 | | 80 | 20 | Yes | No | No | Yes | Yes. |
| Tompsonville | | 80 | 10 | 10 | | 55 | 5 | 40 | 63 | 7 | 30 | 20 | 60 | 20 | Yes | Yes | Yes | Yes | Yes. |
| Torrington | 10 | 50 | 20 | 10 | 10 | 10 | 20 | 70 | 20 | 20 | 60 | 20 | 60 | 20 | Yes | No | Yes | No | Yes. |
| Waterbury | 10 | 45 | 40 | 5 | | 1 | 10 | 89 | 9 | 35 | 66 | 20 | 60 | 40 | Yes | No | No | No | Yes. |
| Willimantic | | | | | | 13 | 60 | 27 | 13 | 60 | 27 | 2 | 25 | 73 | Yes | Yes | No | Yes | Yes. |

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[1] No migration into Norwich.

## Part III. Farm Labor Shortage

Since February 11, 1941, the Connecticut State Employment Service has been actively working with the subcommittee on Farm Labor of the Agricultural Committee of the Connecticut Council of National Defense composed of Ralph C. Lasbury, Jr., chairman, farmer, and assistant secretary of the Connecticut Regional Marketing Authority, Paul Putnam of the extension service of the University of Connecticut and Bradford Crossman, director of agricultural planning, University of Connecticut.

In this report no attempt will be made to cover in detail the activities of this committee in seeking a solution of the many serious problems encountered in their efforts to assure that Connecticut crops are planted and harvested in this emergency period. They have taken their responsibilities seriously and have worked hard to find an answer to problems such as housing and transportation, etc. They have made contacts with Federal and State departments and with organizations of farmers, etc., including Civilian Conservation Corps, National Youth Administration, Work Projects Administration, State board of education, county farm bureaus, county farm agents, etc.

### POLICY AND RESPONSIBILITIES OF CONNECTICUT STATE EMPLOYMENT SERVICE

From the start the employment-service policy has been to accept definite responsibility for

1. The recruiting and registration of workers and the development of every possible source of labor supply.
2. Securing orders from the farmers and growers and filling these orders as rapidly and efficiently as possible through the use of every facility of the service and secondly to cooperate in every way possible with the general program of the committee.

### SURVEY

The survey made through the managers of the 18 Connecticut State Employment Service offices early in the year revealed the same general information as the survey conducted by the farm labor committee, namely that Connecticut farmers are faced with an immediate shortage of full time regular farm hands, particularly for dairy work and that in the harvest season, the shortage of seasonal farm workers will be the most acute for any year since the World War. The figures reported officially by the committee to the employment service indicate a shortage of 2,400 regular farm hands and 10,000 seasonal workers. These figures have been accepted as roughly indicating the vast extent of the shortage of labor although to date current orders received from farmers and the farm orders placed for July and August with the employment service do not approach these figures. (The method being used to arouse the farmers and growers of the State to the necessity of placing definite orders so that their actual needs will be known is described a little later in this report).[1]

### REASONS FOR SHORTAGE

The reasons for the serious shortage of farm labor in Connecticut are well known and a few are merely mentioned here:

(1) The increased employment opportunities in both industrial concerns working on national-defense orders and in construction work.

(2) The large number of men leaving the State for service in the armed forces of the United States through enlistment, through the calling out of the National Guard and through the selective service law.

(3) The larger number of younger men leaving the farms for training courses for national defense jobs.

(4) The fact that farmers have been unable to offer wages equal to the pay offered industrial and construction workers.

### RECRUITING AND REGISTRATIONS

It was apparent early in the year from a survey of the available labor in the files of the Connecticut State Employment Service that it would be necessary to secure workers for both full-time farm jobs and for work in the harvest season for vegetable, fruit, and tobacco farms from groups not normally included in the labor market and for the most part probably not registered with the Connecticut State Employment Service. These sources for recruiting workers have, therefore, been developed (and are still being developed).

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[1] See p. 5093.

(1) The regular files of workers registered with the Connecticut State Employment Service including of course Negro registrants.

(2) Boys in high schools, junior high schools, preparatory schools and colleges in the State.

(3) Married and single women who are interested in and qualified for this type of work, probably to be found mainly among the foreign populations in cities and towns.

(4) Alien registrants who are not eligible for Work Projects Administration employment or for some defense industries.

(5) Transients who register at any of the State Employment Service offices and are available for this type of work.

(6) Clearance between employment offices in the State and clearance with other States.

A brief outline of the methods used to recruit workers in these groups may be of interest.

(1) Regular file: For the past several years, the Employment Service has used every possible method of securing the registrations of workers of every type and during the past 6 months special emphasis has been placed on this function of the service. Newspaper advertising, publicity, radio talks, talks by staff members to organizations of every kind, announcements by priests and ministers to their congregations, talks at schools and colleges, etc., an intensive combing of the inactive file. These are some of the methods used to recruit the active file in each office.

(2) High school, prep, etc.: Through the cooperation of Commissioner Alonzo Grace of the State department of education, registration of high school and junior high school boys was handled by the principals and teachers in the schools, a special farm work registration form being provided by the employment service for this purpose. The farm labor committee handled the registrations of prep schools and college students for farm work on this special form. These young registrants are kept in a special file by towns and this file now includes over 3,000 students who will be available for seasonal agricultural work after school closes. (Statistics showing registrations by district offices, towns, and age groups, furnished herewith.)

(3) Married and single women: Local offices managers are arranging for talks by the clergy in their districts in sections where women might be available pointing out that farm work is available for them and asking them to register at the Connecticut State Employment Service.

(4) Aliens: The cooperation of Clayton Squires, director of the State aid division of the public welfare, has been enlisted and he has had a letter sent to all towns in the State urging them to make sure that aliens known to them and aliens on their welfare list particularly are registered with the Connecticut State Employment Service. For the most part, we believe aliens in the State are registered.

(5) Transients: A problematical source of supply for farm work as most of them are interested in industrial jobs.

(6) Clearance: The use of clearance between offices to fill employer orders for which no qualified applicants can be found in the office securing the order has been extremely useful in filling many regular full-time farm jobs, particularly those offering good wages. Clearance between States offers another sound method of filling exceptionally attractive jobs with higher than average wages for full-time farm work. However, in view of the shortage of farm labor in other New England States and nearby States, the use of clearance offers but slight chance of filling the usual type of farm job as similar jobs are available in the other States. To arrange a uniform procedure so that clearance is used for all jobs which might be satisfactorily filled by this method, the following uniform procedure has been adopted. Offices will make use of clearance procedures in the State for all regular farm jobs paying $60 or more for a single man and $75 or more for a couple. Clearance between States will be arranged for all jobs paying $50 a month for a single man and $70 for a couple until experience indicates the necessity of a change in this practice. This procedure is adopted with the idea that the circular letter and order blank to be sent to 11,000 farmers within the next few days will result in a large number of orders for well-paid jobs. (The problem of clearance in connection with large groups of workers for seasonal jobs will be covered a little later in the report.)[1]

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[1] See p. 5087.

### ORDERS FOR FARM WORKERS

On May 31, 1941, unfilled orders in the State totalled 411, divided as follows:

| Type of farm: | |
|---|---|
| Dairy | 95 |
| Poultry | 17 |
| Fruit | 57 |
| Vegetable | 93 |
| Combinations of above | 67 |
| Tobacco (shade) | 50 |
| Tobacco (outdoor) | 32 |
| Total | 411 |

During the week ending May 31, 46 placements were made in the State, divided as follows:

| Type of farm: | |
|---|---|
| Dairy | 29 |
| Poultry | 1 |
| Vegetable | 1 |
| Any combination of above | 6 |
| Tobacco (shade) | 7 |
| Tobacco (outdoor) | 2 |
| Total | 46 |

These figures are a definite index to the general situation in regard to the placement of actual orders with the Connecticut State Employment Service and indicate the need of more definite information immediately regarding actual present and future requirements of farmers, tobacco growers, etc. Only a month or so from the date when the estimated shortage of 2,400 full-time workers and 10,000 seasonal workers, the total number of orders actually placed is a little over 400. The report also indicates the difficulty experienced in filling even this limited number of the total anticipated in spite of the earnest efforts of the placement interviewers in the 18 offices.

To secure more definite information, a circular letter (appendix D[1]) has been prepared by the Connecticut State Employment Service (with the approval of all the cooperating agencies) to be sent to 11,000 farmers, a list selected by county farm agents. (Copies of this circular letter and the order blank (appendix E[2]) which will be mailed with it are furnished herewith.) It is hoped that the urgent appeal for prompt action by the farmers in returning this order blank completed will result in the receipt of a reply from a good percentage of the 11,000 farmers, with definite orders for the workers they will need either at once or in July and August.

The order blank also requests information regarding these extremely important matters: (1) Housing facilities available; (2) plans for transportation to and from work and the distance farmers and growers will cover in order to use Connecticut workers including the boys in the special file; (3) information in regard to how many farmers will pay transportation for out-of-State workers for seasonal jobs, house them, and insure return to their home States after completion of harvest.

If the farmers cooperate, we will then have the information needed to plan intelligently, namely: how many men, women, and boys are needed, where needed, when needed, rate of pay offered, transportation facilities provided by farmers, and the number interested in out-of-State workers, etc.

### REFERRAL AND PLACEMENT PROCEDURES

That the number of full-time farm workers available in the State is almost exhausted is indicated by the May 31 report showing these figures:

| | |
|---|---|
| Dairy workers | 78 |
| Poultry workers | 9 |
| Fruit workers | 6 |
| Vegetable workers | 24 |
| Workers for combination farms | 54 |
| Shade tobacco workers | 3 |
| Outdoor tobacco workers | 4 |
| Total | 178 |

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[1] See p. 5091.

[2] See p. 5093.

In addition there are 3,245 boys registered for seasonal summer jobs. A grand total supply of 3,423.

That there are unfilled orders in spite of the fact that 178 farm workers are registered in the State is due to the fact that many men who are well qualified for farm work will not accept farm work for a variety of reasons including (1) location of job, (2) wages unsatisfactory (3) they are interested in better-paid construction or factory work, etc.

When orders for seasonal workers are received, boys will be referred to those jobs which they can handle satisfactorily. They will be assigned by Employment Service interviewers to work for which they are physically fitted. Working and sanitary conditions will be inspected by State labor department representatives in places where large groups are employed. In some cases volunteer organizations of women will assist in this inspection. The farm labor committee will also give every possible consideration to arrangements which will insure supervision of the general welfare of these younger workers. Employers when placing orders for boys will be requested to agree to supervise personally their work assignments, to make sure that boys not used to farm work are given work which will not overtax them, etc.

### THE TOBACCO PROBLEM

It is very difficult to figure out the exact situation and the possible shortage in July and August of tobacco workers due to rather conflicting reports. For example, our Thompsonville office has kept in close contact with the tobacco plantations in that district and reports that while the growers are aware of the extreme difficulty experienced in securing a limited number of workers for the early season work—all orders not being filled—the men in charge on the farms appear to believe that they will have a large number of workers available from their regular source of labor supply and while a shortage would exist they would get by with women, boys, at little overtime, etc. This opinion was again expressed by some men in another survey of the situation reported June 3, though some growers expressed some anxiety over a possible shortage. None of them, however, appeared alarmed to the extent of placing orders for workers to be secured regardless of location, expense, etc.

The exact reverse of this opinion is, however, expressed by the manager of the Thompsonville office who wrote on May 20 that "Many growers are depending on their regular year-to-year help to carry them through the season without apparently an awareness that this help will not be available," and "The wage current in this territory, generally about $3.50 per day, is not attractive when the type of work is compared with the industrial wage and the type of work required. Lack of transportation is another problem. We do not know what the actual need is except as orders are received. Our estimate of the availability of such workers is that there will be an unprecedented scarcity."

Mr. William L. Harris, Jr., county farm agent, who is in a position to know the situation agrees with this opinion and points out that with at least 5,000 workers needed in the shade tobacco fields alone, that "a very great shortage" will exist even after all the men, women, and girls from local sources have been put to work. (He also points out that a shortage of workers for dairy farmers, vegetable and fruit growers and outdoor tobacco growers "will run into hundreds or thousands.") He advocates taking "drastic steps," namely, clearance, possibly from Tennessee where he understands the Southern Tenant Farmers Association has a thousand men available. He has taken the matter into consideration of having some tobacco grower hire 10 or 20 of these men to test their adaptability for the work. This idea was approved by the Connecticut State Employment Service. No definite information as to the decision of a grower to import this test group is available at the time of this report.

The estimate of shortage made by the farm labor committee is about 4,000, including shade and outdoor tobacco workers.

The answer to these conflicting points of view will be found, we hope, in the reply to the circular and order blank which urge the supplying of definite information by return mail as to actual workers needed.

### THE STRAWBERRY SITUATION

An early season for strawberries in Connecticut has resulted in a serious problem. Reports received at the time this report is being prepared (June 5) indicate a danger of loss of the crop unless several hundred workers are secured within the next few days. Reports from the growers around New Haven and the large growers in the vicinity of Glastonbury indicate an emergency requiring immediate action. The files of workers in every classification are being combed to secure berry pickers. In New Haven as many high-school boys as can be interested who are attending the afternoon session will be used in the morning, trucks picking them up at 6:30 and returning them to town at 11:30. The farm committee and others interested are endeavoring to make some arrangement with towns in the vicinity of Glastonbury, etc., to have high-school children released for certain portions of the day or certain days to pick berries. A publicity campaign calling on every person available to go to work picking berries is being arranged through the Defense Council, farm labor committee, etc. (The actual shortage of workers for this job may be an indication of similar shortage when workers are actually needed in July for tobacco fields, vegetable farms, etc.)

### CLEARANCE PROBLEM

The facts outlined previously lead to the serious question of clearance of Negro workers or white workers from other States to meet the threatened shortage. Before going into details regarding the methods to be used and the policy of the Connecticut State Employment Service in connection with clearance, it must be pointed out that at this time, regardless of the need, importation of workers in large numbers into the State cannot be considered because of one important unsolved problem—the question of housing. No organization, no concern, no individual and certainly no State department would have any part in bringing in a large number of workers and having them arrive at the Hartford railroad station with no arrangements for a place to live. At the present time we know of no housing facilities available for any large number of workers.

The farm labor committee has been working to secure the cooperation of the Farm Security Administration to provide housing, living accommodations and supervision for either out-of-State workers or high-school boys from places in the State too far to travel to and from work. They report they have not been able to secure any assurance of any kind of assistance from the Farm Security Administration. They are also endeavoring to secure the use of abandoned Civilian Conservation Corps camps in the vicinity of tobacco plantations, etc. They have made progress toward securing these Civilian Conservation Corps camps now out of use but only on condition that some approved agency will provide supervision, equipment, etc. The committee believed they could secure the cooperation of the Farm Security Administration in the matter but, as noted, they report that no arrangements have been made.

The farm labor committee also reports efforts to secure dormitories in preparatory schools for use of workers on farms and tobacco plantations, but no definite decision has been made.

If housing facilities for workers are made available, the Connecticut State Employment Service could arrange for clearance of groups of workers between States through the regular clearance channels if—

(1) The need for out-of-State workers was demonstrated because no available labor supply in the State could be found.

(2) There is a definite job with a definite employer for every worker imported.

(3) There is housing available for these out-of-State workers.

(4) There is assurance that they will return to their home States after their job is finished and that transportation will be furnished for this purpose.

The welfare of the State and of the workers from out-of-State demand that a policy containing these minimum requirements be adopted by any State agency involved in handling the migration of workers. (Some supervision of the general health and welfare of any large group of this sort should also be provided.)

Section 1692 of the General Statutes has recently been called to our attention in connection with clearance. This statute provides a penalty for "each person who shall bring into and leave in, or cause to be brought into and left in, any town in the State, any indigent person who is not an inhabitant of such town and who shall become chargeable within 1 year after having been so brought into and left in such town."

### INFORMATION REGARDING NEGRO STUDENTS AVAILABLE IN THE SOUTH

In anticipation of the possible necessity of securing out-of-State workers, inquiries were directed in April to the directors of the State employment services in all southern States east of the Mississippi River requesting information regarding the number of Negro students who might be interested in work in Connecticut during the summer. The replies indicated that no large number from any one college were interested as work opportunities are available in the South. The total number who were reported as available was 353.

### SUGGESTED IMPORTATION OF TENNESSEE WORKERS

The suggestion of Mr. William L. Harris regarding the importation of white workers from the Southern Tenant Farmers Union, Memphis, Tenn., has already been mentioned. No information is available at the time of writing this report as to whether a group of these workers is to be brought in to fill jobs for some tobacco grower.

### NO NEW JERSEY BERRY PICKERS AVAILABLE

On learning of the serious situation confronting the strawberry growers, a phone call was made to the director of the New Jersey State Employment Service to secure information regarding the availability of strawberry pickers from that State. The information received was that former berry pickers are now for the most part working on construction jobs, that there is a shortage of farm labor of 15,000 in the State, and that berrypickers are available for clearance.

(The statistical data accompanying this report will furnish this information:

(1) Number of jobs for farm workers unfilled on May 31, 1941. Appendix A.

(2) Number of placements of farm workers week ending May 31, 1941. Appendix A.

(3) Number of farm workers and students in active file May 31, 1941. Appendix A.

(4) Report of farm placements, 1940. Appendix B.

(5) Report of farm placements 1941 to April 30. Appendix B.

(6) Registration of high school, junior high school, and college students. Appendix C.)

APPENDIX A, PART III. *Weekly report of farm-labor situation, week ending May 31, 1941*

| Number of employer orders received, 42 | Total | Regular full-time farm hands (live in jobs unless otherwise noted) | | | | Seasonal farm workers (workers employed by day or week) | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Married couples | Men | Boys | Women | Married couples | Men | Boys | Women |
| Number of workers ordered | 175 | 4 | 58 | 2 | -------- | -------- | 1 | 60 | 50 |
| Type of farm: | | | | | | | | | |
| Dairy | 44 | 4 | 40 | ------ | -------- | -------- | ------ | ------ | -------- |
| Poultry | 5 | -------- | 3 | 2 | -------- | -------- | ------ | ------ | -------- |
| Fruit | 52 | -------- | 2 | ------ | -------- | -------- | ------ | 25 | 25 |
| Vegetable | 56 | -------- | 7 | ------ | -------- | -------- | ------ | 24 | 25 |
| Any combination of above | 17 | -------- | 6 | ------ | -------- | -------- | ------ | 11 | -------- |
| Tobacco (shade) | -------- | -------- | ------ | ------ | -------- | -------- | ------ | ------ | -------- |
| Tobacco (outdoor) | 1 | -------- | ------ | ------ | -------- | -------- | 1 | ------ | -------- |
| Number of placements | 46 | 2 | 32 | 1 | -------- | -------- | 9 | 2 | -------- |
| Type of farm: | | | | | | | | | |
| Dairy | 29 | 2 | 26 | 1 | -------- | -------- | ------ | ------ | -------- |
| Poultry | 1 | -------- | 1 | ------ | -------- | -------- | ------ | ------ | -------- |
| Fruit | -------- | -------- | ------ | ------ | -------- | -------- | ------ | ------ | -------- |
| Vegetable | 1 | -------- | 1 | ------ | -------- | -------- | ------ | ------ | -------- |
| Any combination of above | 6 | -------- | 4 | ------ | -------- | -------- | 2 | ------ | -------- |
| Tobacco (shade) | 7 | -------- | ------ | ------ | -------- | -------- | 7 | ------ | -------- |
| Tobacco (outdoor) | 2 | -------- | ------ | ------ | -------- | -------- | ------ | 2 | -------- |
| Number of jobs still open | 411 | 6 | 195 | 3 | -------- | -------- | 10 | 128 | 69 |
| Type of farm: | | | | | | | | | |
| Dairy | 95 | 5 | 88 | 2 | -------- | -------- | ------ | ------ | -------- |
| Poultry | 17 | -------- | 16 | 1 | -------- | -------- | ------ | ------ | -------- |
| Fruit | 57 | -------- | 2 | ------ | -------- | -------- | ------ | 27 | 28 |
| Vegetable | 93 | -------- | 34 | ------ | -------- | -------- | ------ | 32 | 27 |
| Any combination of above | 67 | 1 | 55 | ------ | -------- | -------- | ------ | 11 | -------- |
| Tobacco (shade) | 50 | -------- | ------ | ------ | -------- | -------- | ------ | 40 | 10 |
| Tobacco (outdoor) | 32 | -------- | ------ | ------ | -------- | -------- | 10 | 18 | 4 |
| Number of farm workers, active file | 3, 423 | 15 | 110 | 7 | -------- | -------- | 8 | 3, 272 | 11 |
| Type of farm: | | | | | | | | | |
| Dairy | 78 | 14 | 50 | 1 | -------- | -------- | 1 | 12 | -------- |
| Poultry | 9 | -------- | 9 | ------ | -------- | -------- | ------ | ------ | -------- |
| Fruit | 6 | -------- | 2 | ------ | -------- | -------- | ------ | 4 | -------- |
| Vegetable | 24 | -------- | 9 | ------ | -------- | -------- | ------ | 11 | 4 |
| Any combination of above | 3, 299 | 1 | 40 | 6 | -------- | -------- | 2 | 3, 245 | 5 |
| Tobacco (shade) | 3 | -------- | ------ | ------ | -------- | -------- | 1 | ------ | 2 |
| Tobacco (outdoor) | 4 | -------- | ------ | ------ | -------- | -------- | 4 | ------ | -------- |

### APPENDIX B, PART III. *Connecticut State Employment Service applicants placed in agricultural employment by type of farm by months*

[Year 1940 and January to April 1941]

| | T | M | W | V | January | February | March | April | May | June | July | August | September | October | November | December |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Total (1940) | 2,291 | 2,087 | 204 | 107 | 73 | 48 | 113 | 203 | 182 | 431 | 325 | 110 | 251 | 384 | 112 | 59 |
| General farms | 643 | 638 | 5 | 42 | 39 | 30 | 43 | 74 | 54 | 62 | 76 | 55 | 87 | 68 | 29 | 26 |
| Dairy farms | 344 | 341 | 3 | 28 | 14 | 15 | 27 | 39 | 45 | 49 | 60 | 13 | 28 | 26 | 13 | 15 |
| Fruit and nut farms | 205 | 191 | 14 | 5 | 1 | 0 | 0 | 0 | 0 | 1 | 9 | 0 | 54 | 140 | 0 | 0 |
| Livestock and poultry farms | 64 | 64 | 0 | 3 | 3 | 1 | 5 | 2 | 4 | 8 | 6 | 5 | 3 | 10 | 9 | 8 |
| Truck farms and crop specialties | 913 | 731 | 182 | 27 | 14 | 1 | 10 | 76 | 59 | 300 | 167 | 31 | 71 | 127 | 50 | 7 |
| Agricultural services | 122 | 122 | 0 | 2 | 2 | 1 | 28 | 12 | 20 | 11 | 7 | 6 | 8 | 13 | 11 | 3 |
| Total (1941) | 518 | 504 | 14 | 31 | 60 | 72 | 89 | 297 | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |
| General farms | 126 | 126 | 0 | 7 | 26 | 23 | 36 | 41 | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |
| Dairy farms | 73 | 72 | 1 | 4 | 16 | 17 | 19 | 21 | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |
| Fruit and nut farms | 2 | 2 | 0 | 0 | 0 | 0 | 0 | 2 | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |
| Livestock and poultry farms | 31 | 28 | 3 | 5 | 12 | 4 | 6 | 9 | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |
| Truck farms and crop specialties | 248 | 238 | 10 | 10 | 4 | 16 | 24 | 204 | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |
| Agricultural services | 38 | 38 | 0 | 5 | 2 | 12 | 4 | 20 | ---- | ---- | ---- | ---- | ---- | ---- | ---- | ---- |

### APPENDIX C, PART III. *Connecticut State Employment Service—Students registered for agricultural employment by office district, by towns, by age groups,[1] June 3, 1941*

| | Total | 14 and under | 15 | 16 | 17 | 18 and over |
|---|---|---|---|---|---|---|
| Total [2] | 3,364 | 996 | 1,174 | 743 | 316 | 135 |
| Ansonia district | 142 | 23 | 55 | 36 | 23 | 5 |
| Ansonia | 37 | 3 | 18 | 9 | 7 | 0 |
| Derby | 20 | 3 | 10 | 4 | [3] 2 | 1 |
| Seymour | 27 | 7 | 6 | 9 | 4 | 1 |
| Shelton | 58 | 10 | 21 | 14 | 10 | 3 |
| Bridgeport district | 221 | Data not available. | | | | |
| Bridgeport | 186 | | | | | |
| Easton | 5 | | | | | |
| Fairfield | 9 | | | | | |
| Milford | 10 | | | | | |
| Monroe | 1 | | | | | |
| Stratford | 5 | | | | | |
| Trumbull | 5 | | | | | |
| Bristol district: Plymouth | 14 | 3 | 8 | 2 | 0 | 1 |
| Danbury district | 14 | Data not available. | | | | |
| Bethel | 3 | | | | | |
| Kent | [4] 8 | | | | | |
| Ridgefield | 3 | | | | | |

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[1] Shown only where complete age-group data are available.

[2] Age group totals represent estimates derived from ratios represented in the available age-group data.

[3] Females.

[4] Reported by Torrington office.

APPENDIX C, PART III. *Connecticut State Employment Service—Students registered for agricultural employment by office district, by towns, by age groups, June 3, 1941*—Continued

| | Total | 14 and under | 15 | 16 | 17 | 18 and over |
|---|---|---|---|---|---|---|
| Danielson district | [5] 52 | 3 | 18 | 14 | 9 | 8 |
| Eastford | 5 | 0 | 0 | 0 | 3 | 2 |
| Killingly | 4 | 0 | 1 | 3 | 0 | 0 |
| Plainfield | 12 | 1 | 7 | 4 | 0 | 0 |
| Pomfret | 8 | 0 | 4 | 1 | 2 | 1 |
| Putnam | 14 | 2 | 4 | 5 | 1 | 2 |
| Sterling | 1 | 0 | 1 | 0 | 0 | 3 |
| Thompson | 8 | 0 | 1 | 1 | 3 | 0 |
| Hartford district | 580 | 201 | 203 | 113 | 47 | 16 |
| Bloomfield | 6 | 0 | 1 | 4 | 0 | 1 |
| East Hartford | 98 | 52 | 28 | 6 | 6 | 6 |
| Farmington | 7 | 0 | 4 | 0 | 3 | 0 |
| Glastonbury | 1 | 0 | 0 | 0 | 0 | 1 |
| Hartford | 449 | 145 | 168 | 100 | 33 | 3 |
| Manchester | 5 | 2 | 2 | 0 | 1 | 0 |
| Simsbury | 3 | 0 | 0 | 0 | 2 | 1 |
| South Windsor | 5 | 2 | 0 | 1 | 2 | 0 |
| Windsor | 6 | 0 | 0 | 2 | 0 | 4 |
| Meriden district | 188 | 66 | 86 | 25 | 8 | 3 |
| Meriden | 169 | 61 | 77 | 22 | 7 | 2 |
| Southington | 18 | 5 | 9 | 2 | 1 | 1 |
| Wallingford | 1 | 0 | 0 | 1 | 0 | 0 |
| Middletown district | 95 | | | | | |
| Chester | 1 | Data not available. | | | | |
| Cromwell | 14 | | | | | |
| East Haddam | 10 | | | | | |
| East Hampton | 10 | | | | | |
| Essex | 18 | | | | | |
| Haddam | [6] 8 | | | | | |
| Marlborough | 1 | | | | | |
| Middlefield | 1 | | | | | |
| Middletown | 29 | | | | | |
| Portland | [7] 3 | | | | | |
| New Britain district | 228 | 105 | 74 | 33 | 12 | 4 |
| Berlin | 28 | 17 | 5 | 5 | 1 | 0 |
| New Britain | 190 | 85 | 65 | 28 | 9 | 3 |
| Plainville | 10 | 3 | 4 | 0 | 2 | 1 |
| New Haven district | 929 | 239 | 320 | 249 | 86 | 35 |
| East Haven | 16 | 2 | 7 | 5 | 2 | 0 |
| Guilford | 10 | 4 | 3 | 1 | 2 | 0 |
| Hamden | 40 | 3 | 14 | 11 | 9 | 3 |
| Madison | 7 | 2 | 5 | 0 | 0 | 0 |
| New Haven | 728 | 196 | 243 | 196 | 65 | 28 |
| West Haven | 128 | 32 | 48 | 36 | 8 | 4 |
| New London | 154 | 96 | 31 | 12 | 10 | 5 |
| East Lyme | 2 | 0 | 0 | 1 | 0 | 1 |
| Groton | 1 | 1 | 0 | 0 | 0 | 0 |
| Montville | 9 | 4 | 2 | 2 | 0 | 0 |
| New London | 131 | 89 | 27 | 9 | 5 | 1 |
| North Stonington | 1 | 1 | 0 | 0 | 0 | 0 |
| Stonington | 1 | 0 | 0 | 0 | 0 | 1 |
| Waterford | 9 | 1 | 1 | 0 | 5 | 2 |
| Norwalk district: New Canaan | [8] 5 | 0 | 1 | 1 | 1 | 2 |

[5] Only 7 with sufficient work experience to make them good referrals—remainder almost impossible to place satisfactorily.

[6] Includes Civilian Conservation Corps Camp Filley No. 2.

[7] Includes Civilian Conservation Corps Camp Buck No. 3.

[8] 1 reported by Stamford.

APPENDIX C, PART III. *Connecticut State Employment Service—Students registered for agricultural employment by office district, by towns, by age groups, June 3, 1941*—Continued

| | Total | 14 and under | 15 | 16 | 17 | 18 and over |
|---|---|---|---|---|---|---|
| Norwich district | 112 | Data not available. | | | | |
| Bozrah | 0 | | | | | |
| Colchester | 13 | | | | | |
| Franklin | 1 | | | | | |
| Griswold | 17 | | | | | |
| Lisbon | 1 | | | | | |
| Norwich | 63 | | | | | |
| Preston | 2 | | | | | |
| Sprague | 4 | | | | | |
| Voluntown | [9] 11 | | | | | |
| Stamford district | 224 | Data not available. | | | | |
| Darien | 9 | | | | | |
| Greenwich | 100 | | | | | |
| Stamford | 115 | | | | | |
| Thompsonville district | 80 | 13 | 24 | 20 | 19 | 4 |
| Enfield | 23 | 8 | 8 | 7 | 0 | 0 |
| Sommers | 6 | 4 | 2 | 0 | 0 | 0 |
| Vernon (Rockville) | 19 | 1 | 6 | 6 | 3 | 3 |
| Windsor Locks | 32 | 0 | 8 | 7 | 16 | 1 |
| Torrington district | 19 | Data not available. | | | | |
| Barkhamsted | 1 | | | | | |
| Cornwall | 1 | | | | | |
| Litchfield | 7 | | | | | |
| Salisbury | 1 | | | | | |
| Sharon | 2 | | | | | |
| Torrington | 5 | | | | | |
| Winchester | 2 | | | | | |
| Waterbury district | 295 | 45 | 109 | 82 | 37 | 22 |
| Middlebury | 1 | 0 | 0 | 0 | 1 | 0 |
| Naugatuck | 1 | 0 | 0 | 0 | 1 | 0 |
| Prospect | 2 | 0 | 0 | 0 | 1 | 1 |
| Southbury | 1 | 0 | 0 | 0 | 0 | 1 |
| Waterbury | 288 | 45 | 108 | 82 | 34 | 19 |
| Watertown | 1 | 0 | 0 | 0 | 0 | 1 |
| Wolcott | 1 | 0 | 1 | 0 | 0 | 0 |
| Willimantic district | 12 | 0 | 3 | 5 | 1 | 3 |
| Lebanon | 1 | 0 | 0 | 1 | 0 | 0 |
| Mansfield | 5 | 0 | 1 | 1 | 1 | 2 |
| Windham | 6 | 0 | 2 | 3 | 0 | 1 |

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[9] Includes 10 from Civilian Conservation Corps Camp Lonergan.

## APPENDIX D, PART III. A MESSAGE TO CONNECTICUT FARMERS FROM THE CONNECTICUT STATE EMPLOYMENT SERVICE

### THE SHORTAGE OF FARM WORKERS PRESENTS A MOST SERIOUS PROBLEM

These agencies are cooperating in an effort to secure workers for you:

The farm labor committee of the State defense council.
The county farm agents.
The county farm bureaus.
The extension service of the University of Connecticut.
The Connecticut State Employment Service.

They are in touch with your farm and growers organizations. They are endeavoring to enlist the support of every Federal and State agency which may be able to assist.

### TO PLAN SUCCESSFULLY, THEY MUST HAVE COMPLETE INFORMATION

They must know how many men, women, boys are needed, where needed, and when needed. This information can be secured only from definite orders to the employment service for the workers wanted. They must have knowledge of housing facilities for workers, of transportation facilities, etc. They must plan to make full use of available labor in the State and arrange, if necessary, to import workers from outside the State, in cases where the necessary transportation has been arranged.

To secure accurate, complete information, this communication is being sent to 11,000 farmers in the State with the urgent request that each of these 11,000 farmers do his part by returning the enclosed blank to the proper office of the Connecticut State Employment Service, the agency named by the farm labor committee to endeavor to supply workers for you (without charge to you or to the workers).

### THE CONNECTICUT STATE EMPLOYMENT SERVICE HAS BEEN MAKING EVERY EFFORT TO RECRUIT WORKERS FOR FARM JOBS SINCE EARLY IN THE YEAR AND PRESENTS THESE FACTS FOR YOUR INFORMATION

### REASONS FOR SHORTAGE

Men usually interested in farm jobs are not available this year due to (1) better paid jobs in factories or construction work, (2) the large number of men called into the armed forces of the United States through the militia or the Selective Service Act, (3) the large number of men training in 200-hour courses for industrial jobs for national defense, (4) the fact that similar conditions in nearby States have practically eliminated a logical source of farm labor supply.

### STEPS TAKEN TO RECRUIT WORKERS

The Connecticut State Employment Service has taken these steps to recruit workers, (1) by all usual methods and by advertising for farm workers to secure registrations of experienced men in the files of the 18 Connecticut State Employment Service offices, (2) by the registration of college, high school, and junior high school boys for farm work in the summer, (3) registrations of married and single women interested in and qualified for certain seasonal farm jobs, (4) registrations of aliens, (5) registrations of transients. The farm labor committee has also contacted Work Projects Administration, National Youth Administration, Civilian Conservation Corps, and similar organizations for workers.

### THE PRESENT SITUATION

Orders were on hand on May 17 for about 250 farm and tobacco workers and during that week 26 jobs were filled, leaving over 200 workers still needed. Every effort is being made to secure these workers by combing the files of unemployed and by clearance between offices. For jobs paying sufficient wages to offer inducements to out-of-State workers, clearance orders are being sent to other States. About 3,000 high school students are registered as available for summer work after school closes. The number of men with farm experience registered in the State employment offices is extremely limited and few are willing to accept farm jobs due to location, hours, working conditions, and wages. A limited number of Civilian Conservation Corps boys indicated an interest last week in farm work and practically all of these who would actually accept farm jobs were put to work at once. Women workers may solve the problem in connection with some jobs.

### MAIN PROBLEMS

But few experienced farm workers for regular live-in jobs are available. Their number may be slightly increased by response to advertising and by clearance from other States. Experience has indicated, however, that similar shortages exist in nearby States so that little help can be expected from this source. Many workers are demanding more money than offered by the farmers seeking workers, as ordinary construction laborers are being paid 55 to 75 cents an hour. In connection with seasonal work, a number of jobs undoubtedly can be filled by the students registered if transportation from the cities to the jobs will be arranged by the farmers or if housing for groups can be provided. The farm labor committee is trying to work out plans regarding housing but needs definite information as to when and where groups of seasonal workers are needed. If importation of seasonal workers is necessary, the welfare of the people of Connecticut demands that housing facilities be available and arrangements made for the transportation of these workers to their homes when their employment is terminated. These facts indicate the necessity of stating the best possible proposition regarding wages when placing orders with the State employment service, as well as furnishing the data on housing and transportation requested in the enclosed blank.

### HOW FARMERS CAN COOPERATE

Farmers can assist the State employment service and cooperating organizations by—

1. Completing and returning the enclosed order blank.
2. Placing orders directly with the proper office of the Connecticut State Employment Service. Experience has shown that in some cases farmers discuss their labor needs with representatives of other organizations but fail actually to inform the employment service of their requirements.
3. When employing younger workers—high-school students, etc.—by assigning them to jobs they are physically able to handle, and by proper supervision and personal interest in their welfare.
4. Placing orders as far as possible in advance of needs. Every possible method of speeding up the filling of orders is being used but in filling any order, whether farm, industrial, or commercial, it is necessary to find workers who are qualified, available, and interested in the job open. To fill one job it may be necessary to call in a large number of people.

### APPENDIX E, PART III. ORDER BLANK AND INFORMATION BLANK

(Please complete at once and mail to the office of the Connecticut State Employment Service in your territory—see list herewith of offices, and towns served by each)

[If your labor needs are already arranged for, please state so in place indicated]

Name of farmer: ____________ Location of farm: ____________
(State briefly how to reach)
Address: ____________________________
Phone Number: ____________ Type of farm: ____________
(Dairy, poultry, vegetable, fruit, tobacco)
Have you already arranged for all workers needed? ____________
Have you already placed an order directly with State Employment Service for any of the workers ordered below (state details) ____________ ____________________________

I will need the following workers:

| | Number | State maximum rate of pay | When wanted | |
|---|---|---|---|---|
| | | | From— | To— |
| Men—live-in job with room and board | | | | |
| Men—day workers | | | | |
| Men—married—home furnished | | | | |
| Boys—live-in job with room and board | | | | |
| Boys—day workers | | | | |
| Women or girls—day workers | | | | |

How many hours a day for day workers? ____________
Describe type of work to be performed ____________ ____________________________
Must man be able to milk? ____________ How many cows? ____________
Operate tractor? ____________
Operate other machinery? ____________ Drive truck? ____________ Driver's license necessary? ____________
State any other qualifications needed ____________
Can you use Negro workers? ____________
If workers are needed in large numbers or for seasonal jobs have you housing facilities? ____________
For how many? ____________
Can you furnish transportation to and from work? ____________
For how many? ____________ And for what distance? ____________
Would you be interested in trying to fill jobs from other States if no available workers in Connecticut? ____________

Will you pay transportation? _______________ From what distance? __________

If large number of workers are needed, will you arrange to insure return of workers to their home States after work is completed? ____________________________

(Signature) ________________________________________

## EXHIBIT A.—*Survey of Work Projects Administration defense register by office area*

JUNE 24, 1941.

| Office | Number of workers in survey [1] | Number registered | | Number now employed | Number considered referrable |
|---|---|---|---|---|---|
| | | Active file | Inactive file | | |
| Ansonia | 17 | 5 | 12 | 6 | 7 |
| Bridgeport | 112 | 37 | 75 | | |
| Bristol | 22 | 16 | 6 | 6 | 8 |
| Danbury | 69 | 28 | 41 | 2 | |
| Danielson | 34 | 23 | 11 | 9 | 16 |
| Hartford | 157 | 18 | 139 | 18 | 21 |
| Meriden | 24 | 3 | 21 | 15 | 1 |
| Middletown | 53 | 23 | 30 | 17 | 22 |
| New Britain | 33 | 7 | 26 | 1 | 18 |
| New Haven | 187 | 38 | 149 | 9 | 92 |
| New London | 36 | 16 | 20 | | 24 |
| Norwalk | 73 | 55 | 18 | 3 | 15 |
| Norwich | 59 | 33 | 26 | | 4 |
| Stamford | 123 | 54 | 69 | | 76 |
| Thompsonville | 30 | | 30 | 8 | 11 |
| Torrington | 46 | 20 | 26 | 16 | 20 |
| Waterbury | 83 | 71 | 12 | 8 | 45 |
| Willimantic | 20 | 12 | 8 | 7 | 5 |
| Total | 1,178 | 459 | 719 | [2] 125 | [3] 385 |
| Percentage | | | 61 | 10 | 32 |

[1] Represents Work Projects Administration workers who that organization believe are qualified for or adaptable to defense employment.

[2] Does not include Bridgeport and Stamford.

[3] Does not include Bridgeport and Danbury.

Source: Connecticut State Employment Service.

## EXHIBIT B.—TRADE SCHOOL GRADUATES, 1932 TO 1940, INCLUSIVE

### TABLE 1.—*Danbury, Putnam, Middletown, New Britain, Stamford, Torrington, Willimantic*

| Trade | Graduates | Located | Not located | Employed in trade | Employed not in trade | United States armed forces | Present occupation unknown |
|---|---|---|---|---|---|---|---|
| Auto and aircraft | 82 | 45 | 37 | 33 | 4 | 3 | 5 |
| Construction | 254 | 143 | 111 | 71 | 26 | 8 | 38 |
| Drafting | 181 | 83 | 98 | 32 | 19 | 7 | 25 |
| Electrical | 326 | 186 | 140 | 84 | 45 | 21 | 36 |
| Machine shop | 761 | 482 | 279 | 424 | 20 | 20 | 18 |
| Printing | 70 | 26 | 44 | 7 | 12 | 2 | 5 |
| Patternmaking | 10 | 4 | 6 | 3 | 0 | 0 | 1 |
| Miscellaneous unspecified | 15 | 5 | 10 | 0 | 0 | 5 | 0 |
| Total | 1,699 | 974 | 725 | 654 | 126 | 66 | 128 |

Source: Conmnecticut State Employment Service.

### TABLE 2.—*Danbury Trade School graduates*

| Trade | Graduates | Located | Not located | Employed in trade | Employed not in trade | United States armed forces | Present occupation unknown |
|---|---|---|---|---|---|---|---|
| Construction | 23 | 18 | 5 | 14 | 0 | 0 | 4 |
| Drafting | 17 | 12 | 5 | 2 | 4 | 1 | 5 |
| Electrical | 28 | 26 | 2 | 12 | 4 | 3 | 7 |
| Machine shop | 36 | 19 | 17 | 17 | 1 | 0 | 1 |
| Total | 104 | 75 | 29 | 45 | 9 | 4 | 17 |

Source: Connecticut State Employment Service.

### TABLE 3.—*Putnam Trade School graduates*

| Trade | Graduates | Located | Not located | Employed in trade | Employed not in trade | United States armed forces | Present occupation unknown |
|---|---|---|---|---|---|---|---|
| Auto and aircraft | 22 | 22 | 0 | 20 | 1 | 1 | 0 |
| Construction | 31 | 31 | 0 | 22 | 9 | 0 | 0 |
| Drafting | 2 | 2 | 0 | 0 | 2 | 0 | 0 |
| Electrical | 25 | 25 | 0 | 10 | 15 | 0 | 0 |
| Machine shop | 44 | 44 | 0 | 38 | 5 | 1 | 0 |
| Not specified | 13 | 5 | 8 | 0 | 0 | 5 | 0 |
| Total | 137 | 129 | 8 | 90 | 32 | 7 | 0 |

Source: Connecticut State Employment Service.

### TABLE 4.—*Middletown Trade School graduates*

| Trade | Graduates | Located | Not located | Employed in trade | Employed not in trade | United States armed forces | Present occupation unknown |
|---|---|---|---|---|---|---|---|
| Construction | 20 | 16 | 4 | 11 | 3 | 1 | 1 |
| Drafting | 7 | 7 | 0 | 4 | 3 | 0 | 0 |
| Electrical | 40 | 35 | 5 | 23 | 7 | 5 | 0 |
| Machine shop | 100 | 69 | 31 | 65 | 3 | 1 | 0 |
| Total | 167 | 127 | 40 | 103 | 16 | 7 | 1 |

Source: Connecticut State Employment Service.

### TABLE 5.—*New Britain trade-school graduates*

| Trade | Graduates | Located | Not located | Employed in trade | Employed not in trade | United States armed forces | Present occupation unknown |
|---|---|---|---|---|---|---|---|
| Auto and aircraft | 44 | 13 | 31 | 9 | 3 | 1 | 0 |
| Construction | 54 | 20 | 34 | 7 | 5 | 1 | 7 |
| Drafting | 62 | 21 | 41 | 14 | 3 | 0 | 4 |
| Electrical | 95 | 40 | 55 | 20 | 12 | 3 | 5 |
| Machine shop | 344 | 163 | 181 | 144 | 4 | 6 | 9 |
| Printing | 69 | 26 | 43 | 7 | 12 | 2 | 5 |
| Patternmaking | 8 | 3 | 5 | 2 | 0 | 0 | 1 |
| Total | 676 | 286 | 390 | 203 | 39 | 13 | 31 |

Source: Connecticut State Employment Service.

### TABLE 6.—*Stamford trade-school graduates*

| Trade | Graduates | Located | Not located | Employed in trade | Employed not in trade | United States armed forces | Present occupation unknown |
|---|---|---|---|---|---|---|---|
| Auto and aircraft | 1 | 0 | 1 | 0 | 0 | 0 | 0 |
| Construction | 43 | 1 | 42 | 0 | 0 | 1 | 0 |
| Drafting | 51 | 3 | 48 | 0 | 0 | 3 | 0 |
| Electrical | 68 | 3 | 65 | 0 | 0 | 3 | 0 |
| Machine shop | 99 | 77 | 22 | 66 | 2 | 5 | 4 |
| Printing | 1 | 0 | 1 | 0 | 0 | 0 | 0 |
| Patternmaking | 1 | 0 | 1 | 0 | 0 | 0 | 0 |
| Miscellaneous | 2 | 0 | 2 | 0 | 0 | 0 | 0 |
| Total | 266 | 84 | 182 | 66 | 2 | 12 | 4 |

Source: Connecticut State Employment Service.

TABLE 7.—*Torrington trade-school graduates*

| Trade | Graduates | Located | Not located | Employed in trade | Employed not in trade | United States armed forces | Present occupation unknown |
|---|---|---|---|---|---|---|---|
| Construction | 23 | 14 | 9 | 5 | 5 | 2 | 2 |
| Drafting | 24 | 22 | 2 | 12 | 7 | 2 | 1 |
| Electrical | 16 | 14 | 2 | 5 | 6 | 3 | 0 |
| Machine shop | 111 | 85 | 26 | 73 | 5 | 6 | 1 |
| Patternmaking | 1 | 1 | 0 | 1 | 0 | 0 | 0 |
| Total | 175 | 136 | 39 | 96 | 23 | 13 | 4 |

Source: Connecticut State Employment Service.

TABLE 8.—*Willimantic trade-school graduates*

| Trade | Graduates | Located | Not located | Employed in trade | Employed not in trade | United States armed forces | Present occupation unknown |
|---|---|---|---|---|---|---|---|
| Auto and aircraft | 15 | 10 | 5 | 4 | 0 | 1 | 5 |
| Construction | 60 | 43 | 17 | 12 | 4 | 3 | 24 |
| Drafting | 18 | 16 | 2 | 0 | 0 | 1 | 15 |
| Electrical | 54 | 43 | 11 | 14 | 1 | 4 | 24 |
| Machine shop | 27 | 25 | 2 | 21 | 0 | 1 | 3 |
| Total | 174 | 137 | 37 | 51 | 5 | 10 | 71 |

Source: Connecticut State Employment Service.

## EXHIBIT C.—INQUIRY ON NEGRO WORKERS FROM THE SOUTH

[The following letter was sent to directors of Southern State Employment offices]

[Copy]

CONNECTICUT STATE EMPLOYMENT SERVICE,
*April 18, 1941.*

DEAR ———: We have been requested by interested parties to determine, if possible, the approximate number of undergraduates in the ——— College ———, who might be interested in coming to Connecticut to perform farm work particularly in the tobacco fields during the vacation periods.

This letter is not intended to initiate a recruitment of any given number of Negro workers but is rather intended to obtain information regarding the possibility of securing the services of this type of worker for this type of employment if such becomes necessary.

We will appreciate your assistance in obtaining and forwarding this information at your earliest convenience.

Very truly yours,

LEONARD J. MALONEY, *Director.*

[The above letter was sent to State employment offices covering territory which included the following schools:]

Alabama:
  Selma University, Selma.
  Talladega College, Talladega.
Delaware: State College for Colored Students, Dover.
Florida: Florida Agricultural and Mechanical College for Negroes, Tallahassee.
Georgia:
  Georgia State Industrial College for Colored Youths.
  University of Georgia, Industrial College.
  Clark University, Atlanta.
  Morehouse College, Atlanta.
  Morris Brown College, Atlanta.

Georgia—Continued.
  Atlanta University, Atlanta.
  Payne College, Augusta.
  Jaynes Normal and Industrial School, Augusta.
Kentucky: Simmons University, Louisville.
Maryland:
  Morgan State College, Baltimore.
  Princess Anne College, Princess Anne.
North Carolina:
  Negro Agricultural and Technical College, Greensboro.
  Johnson C. Smith University, Charlotte.
  Kittrell College, Kittrell.
  Shaw College, Shaw.
  Livingstone College, Salisbury.
  High Point Industrial School, High Point.
  National Training School, Durham.
South Carolina:
  Colored Normal Industrial Agricultural and Mechanical College, Orangeburg.
  Allen University, Columbia.
  Benedict College, Columbia.
  Claflin College, Orangeburg.
  Voorhead Industrial College, Denmark.
  Fairmont Grade School, Fairmont.
Pennsylvania: Downingtown Industrial and Agricultural School, Downingtown.
Tennessee:
  Fisk University, Nashville.
  Knoxville College, Knoxville.
  Roger Williams College, Memphis.
Virginia:
  Virginia State College for Negroes, Ettrick.
  Gloucester Agricultural and Industrial School, Capahosie.
  Virginia Union University, Richmond.

[Copy]

GEORGIA STATE EMPLOYMENT SERVICE,
*Atlanta, Ga., April 21, 1941.*

MR. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service, Hartford, Conn.*

DEAR MR. MALONEY: We are pleased to acknowledge receipt of your letter of April 17 relative to the possibility of interesting colored undergraduates in coming to Connecticut during vacation periods to perform farm work, particularly in the tobacco fields.

The colleges are unable to furnish any information in this respect without knowing more details such as the rate of pay, the approximate duration of the job, the location, living conditions, and if transportation will be paid.

If this can be secured, we will be very glad to make a thorough canvass of the colleges mentioned. We might say that the Negro colleges, as a general rule, have the cream of the Negro population and it is extremely doubtful if any of them would be inclined to do manual labor.

Yours very truly,

MARION A. O'CONNOR, *Director.*
By REX HUFFMAN, *Clearance Officer.*

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[Copy]

TENNESSEE STATE EMPLOYMENT SERVICE,
*April 21, 1941.*

MR. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

DEAR MR. MALONEY: This is in reply to your letter of April 18, 1941, in which you request information concerning probable availability of colored college undergraduates for vacation-period work in Connecticut tobacco fields.

Before we can secure this information it will be necessary that we have data relative to working conditions, probable earnings for the season, transportation reimbursement.

We are having increasing difficulty in securing seasonal farm labor in our own area but will be glad to make these contacts for you upon receipt of the abovementioned information.

Very truly yours,

W. O. HAKE, *Executive Director.*
By PAUL JESSEN, *Director.*

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[Copy]

NORTH CAROLINA UNEMPLOYMENT COMPENSATION COMMISSION,
*April 21, 1941.*

Maj. L. J. MALONEY,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

DEAR MAJOR MALONEY: We will be very glad to inquire as to the number of individuals in the Negro colleges of the State who may be interested in coming to Connecticut to perform farm work during vacation periods. However, in view of the unusual number of job opportunities for agricultural workers in this State and Virginia, it will be futile to make such inquiry unless we can give definite information about wages, length of employment, housing, specific work to be performed, and hourly rates of pay. We would also like to know whether or not transportation costs will be paid to Connecticut and return.

I am sure you will appreciate the fact that it will be almost impossible for us to obtain any usable information as to available workers, unless this information can be furnished.

Very truly yours,

R. MAYNE ALBRIGHT,
*Director, Employment Service Division.*

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[Copy]

ALABAMA STATE EMPLOYMENT SERVICE,
*April 22, 1941.*

Mr. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

DEAR MR. MALONEY: This acknowledges receipt of your letter of April 17, requesting the approximate number of undergraduates in certain Alabama Negro schools who might be interested in coming to Connecticut to perform farm work.

We are developing this information from these four schools and when received, we will forward you the result.

Very truly yours,

C. F. ANDERSON, *Director.*

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[Copy]

MORGAN STATE COLLEGE,
*Baltimore, Md., April 23, 1941.*

Mr. F. B. GAMBRILL,
*Supervisor, Maryland State Employment Service,*
*Baltimore, Md.*

MY DEAR MR. GAMBRILL: I have your letter requesting the approximate number of undergraduates from Morgan State College who might be interested in going to Connecticut during vacation period. Naturally the first question put to me when I made the suggestion to several students was, How much is the amount of compensation? I wonder if you can give me any idea of wages for such work. Of course, the undergraduates here are interested in getting summer work which will enable them to nearly meet the expenses for the next school year. And we have a number of calls from passenger ships, railroads, summer hotels, etc., for our young men.

If you can give me the information requested above I can let you know in a few days any who might be interested in this kind of work.

Very truly yours,

GEORGE C. GRANT, *Dean.*

[Copy]

SOUTH CAROLINA STATE EMPLOYMENT SERVICE,
*April 24, 1941.*

Mr. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

DEAR MR. MALONEY: This has reference to your letter of April 17 relative to the request by interested parties for a determination of the approximate number of undergraduates in our various Negro colleges who might be interested in coming to Connecticut to perform farm work, particularly in the tobacco fields during the vacation period.

Sections 1377 and 1378 of the South Carolina Code of Laws (1932) treats the subject of solicitation of emigrants or hiring of laborers in this State to be employed beyond the limits of same. Inasmuch as we have just had a ruling by the attorney general of our State on a question somewhat similar to yours, we suggest that you write direct to each college.

We regret that we are unable to assist you further but feel sure that you will fully appreciate our position.

Very truly yours,

JOS. L. KEITT, *Director.*

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[Copy]

TUSKEGEE INSTITUTE,
*Tuskegee, Ala., April 24, 1941.*

Mr. C. F. ANDERSON,
*Director, Alabama State Employment Service,*
*Social Security Board, Montgomery, Ala.*

DEAR MR. ANDERSON: Dr. Patterson has referred to this office your letter of April 22 with reference to securing some undergraduates for work in the tobacco fields in Connecticut. I wish to advise that we shall be glad to cooperate in this matter and that it will be possible for us to have any number of graduates to perform this work.

I take it that this is the information you desire but we would, of course, like to know about wages, transportation and any other details which would be necessary in sending a group of young men to Connecticut.

Very sincerely yours,

J. J. FLOOD, *Personnel Director.*

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[Copy]

PRINCESS ANNE COLLEGE,
*Princess Anne, Md., April 25, 1941.*

Mr. F. B. GAMBRILL,
*Supervisor, Maryland Unemployment Compensation Board,*
*Maryland State Employment Service, Baltimore, Md.*

DEAR SIR: I thank you for your letter of April 21, concerning employment in Connecticut, in tobacco fields. Eight of our male students are interested. Please send me further details with a copy for each boy. Include in your information: exact place or places of occupation, possible wage, extent of experience needed, and living conditions.

Very truly yours,

R. A. GRIGSBY,
*Acting Dean of Administration.*

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[Copy]

STATE AGRICULTURAL AND MECHANICAL INSTITUTE,
*April 25, 1941.*

Mr. C. F. ANDERSON,
*Director, Alabama State Employment Service,*
*Montgomery, Ala.*

DEAR SIR: With reference to your letter of April 22, several of our boys are interested in securing summer employment. Because of the vagueness of the request which you have mentioned, we have not attempted to get accurate information with reference to the number of boys who would be available for the work in Connecticut. We have some 250 boys living on our campus all of whom are dependent upon their own resources for securing sufficient money to return to college. I would safely say that if conditions prove favorable, we can send 15 or 20 boys to this particular job.

Very truly yours,

J. F. Drake, *President.*

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[Copy]

Maryland State Employment Service,
*April 28, 1941.*

Mr. Leonard J. Maloney,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

Dear Mr. Maloney: With reference to your letter of April 18 concerning the possibility of securing undergraduates from Morgan State College and from Princess Anne College for farm work in Connecticut during the vacation period, I am enclosing copies of the replies which we have recently received from these two institutions.

Please let me know if we can be of further assistance to you in this matter.

Very truly yours,

D. L. B. Fringer, *Director.*

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[Copy]

Connecticut State Employment Service,
*April 28, 1941.*

Mr. Ralph E. Lasbury,
*East Windsor, Conn.*

Mr. Paul Putnam,
*University of Connecticut,*
*Storrs, Conn.*

Gentlemen: A number of letters have been received from State employment service directors in the Southern States stating that they are unable to furnish information regarding the availability of colored college undergraduates for summer work in Connecticut tobacco fields unless they can secure data relative to working conditions, wages, reimbursement for transportation, dates of employment, housing facilities, location of the jobs, etc.

If you will furnish this information from your records, we will be glad to write to the various directors again.

Yours very truly,

Arthur V. Geary,
*Farm Placement Supervisor.*

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[Copy]

Florida State Employment Service,
*April 29, 1941.*

Mr. Leonard J. Maloney,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

Dear Mr. Maloney: Replying to your letter of April 17, with reference to the approximate number of undergraduates in the Florida Agricultural and Mechanical College for Negroes, Tallahassee, who might be interested in going to Connecticut to perform farm work in the tobacco fields during vacation periods.

President J. R. E. Lee was contacted and told of this inquiry. He advised that his school had previously received a similar inquiry from Mr. S. M. Jenkins, 2106 Main Street, Hartford, Conn., a social service director. A survey of the students in the school developed the fact that 51 are definitely interested in this type of work and Dr. Lee further stated that Mr. Jenkins was so advised.

If we can be of further assistance in this matter, please do not hesitate to call on us.

Very truly yours,

L. S. Rickard, *Acting Director.*

[Copy]

CONNECTICUT STATE EMPLOYMENT SERVICE,
*April 29, 1941.*

Mr. RALPH E. LASBURY, Jr.,
*East Windsor Hill, Conn.*

Mr. PAUL L. PUTNAM,
*University of Connecticut, Storrs, Conn.*

GENTLEMEN: You may be interested in learning that the director of the Maryland State Employment Service has received a report from the Princess Anne College that eight of their students are interested in work in Connecticut, and that a number of students at the Morgan State College are also interested.

Both schools request information as to place of employment, wages, experience necessary, living conditions, etc.

Yours very truly,

ARTHUR V. GEARY,
*Farm Placement Supervisor.*

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[Copy]

CONNECTICUT STATE EMPLOYMENT SERVICE,
*May 1, 1941.*

Mr. DAVID L. B. FRINGER,
*Director, Maryland State Employment Service, Baltimore, Md.*

DEAR MR. FRINGER: Thank you very much for the information contained in your letter of April 28 regarding the availability of colored undergraduates from the Morgan State College and the Princess Anne College.

A letter containing detailed information of the type requested by the colleges will reach you within the next few days.

Very truly yours,

LEONARD J. MALONEY, *Director.*
By ARTHUR V. GEARY,
*Farm Placement Supervisor.*

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[Copy]

STATE COLLEGE FOR COLORED STUDENTS,
*Dover, Del., May 2, 1941.*

Mr. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

DEAR MR. MALONEY: At the request of Mr. E. H. Smith, of the Delaware State Employment Service, I am writing you this letter.

We have between 15 and 20 young men who expressed a desire to know more about the farm jobs that might be available in Connecticut this summer. Having worked in the Connecticut River Valley on the tobacco farms for more than 5 years during the previous World War, I would be particularly interested in securing opportunities for these young men if the conditions will be as fine as they were during that time. I spent several years with the Farnham Corporation at the East Windsor Hill section.

Thanking you on behalf of the young men for any consideration concerning summer employment, I am

Very truly yours,

R. B. JEFFERSON, *Dean Registrar.*

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(The following letter was sent on May 2, 1941, to all State employment offices in the territory covered:)

DEAR MR. ———: We are furnishing below further information in regard to working conditions, wages, etc., in the Connecticut tobacco fields as requested, for the information of colored undergraduates who may be interested in such employment.

The work will start June 15 and end about September 1.

All the plantations are located in Hartford County, Conn.

The Farm Labor Committee has made a check of wages, and has learned that the shade growers plan to offer $3 a day for a 9-hour day. They believe that the wages offered by the outdoor plantations will be approximately the same. The growers also indicate their willingness to pay somewhat more for exceptionally good men. Individual employers will discuss overtime pay with the workers in their own fields.

The Housing Committee is planning to arrange for proper housing through the Farm Security Administration.

The work will, of course, be under the supervision of the Connecticut State Labor Department and working conditions will be in line with the requirements of that department.

The Committee is endeavoring to secure definite information in regard to the shortage within the next 2 weeks, and definite orders will be placed if this survey indicates the need for importing workers from the South. You can readily understand that the policy of the Connecticut State Employment Service will be to insure the return to the South of workers brought north for this purpose.

Very truly yours,

Connecticut State Employment Service,
Leonard J. Maloney, *Director*.

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[Copy]

Pennsylvania State Employment Service,
*May 5, 1941.*

Leonard J. Maloney,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

Dear Mr. Maloney: The Downingtown Industrial and Agricultural School contacted in regard to your request for information relating to farm workers during the vacation period, informs us that 12 students have signified their intention of going to Connecticut to work in the tobacco fields. Our local office believes that the local demand for unskilled labor in factory construction and the demand for farm labor with high wages, will probably absorb most of these students at the end of the school term.

We will be pleased to obtain such further information on this subject as the interested parties mentioned by you, may desire.

Very truly yours,

H. Raymond Mason, *Director*.
By George C. Porter, *Clearance Supervisor*.

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[Copy]

Alabama State Employment Service,
*May 5, 1941.*

Mr. Leonard J. Maloney,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

Dear Mr. Maloney: This is in further reference to your letter of April 17 in which you request the approximate number of undergraduates in certain Alabama Negro schools who might be interested in coming to Connecticut to perform farm work.

As indicated in our letter of acknowledgment to you of April 22, we contacted the four Negro schools mentioned in your letter. However, to date we have only heard from two, the Tuskegee Normal and Industrial Institute at Tuskegee and the State Agricultural and Mechanical Institute at Normal. We have not heard from either Selma University or Talladega College, but are today writing them a follow-up.

We are attaching hereto copies of the letters from Tuskegee Normal, and Industrial Institute and State Agricultural and Mechanical Institute, which are self-explanatory.

We are also today in receipt of your subsequent letter of May 2 giving further details with reference to working conditions, wages, etc. We are passing this information on to all four schools. We will be glad to cooperate in every way possible toward working out details, and await your further suggestions.

Very truly yours,

C. F. Anderson, *Director*.

[Copy]

GEORGIA STATE EMPLOYMENT SERVICE,
*Atlanta, Ga., May 6, 1941.*

Mr. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

DEAR MR. MALONEY: This is with reference to your letters of April 17 and May 2 requesting information as to the approximate number of undergraduates in the Georgia State Industrial College for Colored Youths, etc., who might be interested in going to Connecticut to perform farm work.

Since our previous correspondence an acute shortage of farm labor has developed in Georgia and the Employment Service is lending its aid in an effort to secure workers for Georgia farmers. Under the circumstances we do not believe it will be possible to export labor due to the urgent need here. Another problem that we would encounter is that the wage scale is so much higher in Connecticut than it is in Georgia.

Assuring you that the Georgia service will be glad to cooperate with you at any time in the future, and with kindest personal wishes.

Sincerely yours,

M. A. O'CONNOR,
*Director, Georgia State Employment Service.*

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[Copy]

CONNECTICUT STATE EMPLOYMENT SERVICE,
*May 6, 1941.*

Mr. L. S. RICKARD,
*Acting Director, Florida State Employment Service,*
*Tallahassee, Fla.*

DEAR MR. RICKARD: Thank you for your letter of April 29 regarding the availability of students in the Florida Agricultural and Mechanical College for Negroes, Tallahassee.

No definite decision has as yet been reached in regard to the necessity of importing colored workers through clearance as a recruiting campaign to secure Connecticut workers is now being conducted. I will advise you as soon as a definite decision has been made.

I note that President Lee received a similar inquiry from S. M. Jenkins, 2106 Main Street, Hartford. Jenkins is not connected with the Employment Service or the Farm Labor Committee of the National Defense Council, and I have no present information in regard to his exact interest in the matter. It may be possible that he is a representative of one of the growers who plan to import colored workers directly and if so I presume that he will make definite arrangements with Mr. Lee in the matter. Mr. Lasbury of the Committee is checking to learn exactly what his interest in the matter is, and I will advise you further after learning the details.

Yours very truly,

LEONARD J. MALONEY, *Director.*
By ARTHUR V. GEARY,
*Farm Placement Supervisor.*

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[Copy]

CONNECTICUT STATE EMPLOYMENT SERVICE,
*May 6, 1941.*

Mr. R. B. JEFFERSON,
*Dean-Registrar, State College for Colored Students,*
*Dover, Del.*

DEAR MR. JEFFERSON: Thank you for your letter of May 2, containing information that between 15 and 20 young men are interested in farm jobs in Connecticut this summer.

I will advise you immediately when a definite decision has been made in regard to the necessity of importing workers from outside of the State. At the present time an intensive recruiting campaign is under way to fill these jobs with Connecticut workers. In case it is found that not enough workers are available here, we will be glad to get in touch with you at once, supplying further details in regard to the jobs in the tobacco fields.

Yours very truly,

LEONARD J. MALONEY,
*Director.*
By ARTHUR V. GEARY,
*Farm Placement Supervisor.*

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[Copy]

VIRGINIA STATE EMPLOYMENT SERVICE,
*May 7, 1941.*

Mr. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

DEAR MR. MALONEY: This will acknowledge receipt of your letters of April 17 and May 2 relative to employment of undergraduates from Virginia in the Connecticut tobacco fields during vacation period.

A tentative survey of the Negro schools in Virginia reveals that approximately 50 young Negro men are interested in this type of work, and we shall be glad to clear orders through our local offices if you find the need for transporting these workers to Connecticut.

Very truly yours,

FRANK A. CAVEDO, *Director.*

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[Copy]

MARYLAND STATE EMPLOYMENT SERVICE,
*May 14, 1941.*

Mr. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

DEAR MR. MALONEY: I wish to thank you for your letter of May 2 outlining the wages and working conditions in the Connecticut tobacco fields.

We have given this information to the Morgan and Princess Anne Colleges. They have, however, advised us that while conditions and wages are favorable, their students feel that they can obtain satisfactory employment here in Maryland. We are experiencing quite a shortage of farm labor here in Maryland and are finding it very difficult to obtain workers for out-of-State employment.

Kindest personal regards.

Very truly yours,

D. L. FRINGER, *Director.*

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[Copy]

UNEMPLOYMENT COMPENSATION COMMISSION,
DIVISION OF THE DEPARTMENT OF INDUSTRIAL RELATIONS,
*Frankfort, Ky., May 19, 1941.*

Mr. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

DEAR MR. MALONEY: Referring to your letters of April 18 and May 2, concerning the approximate number of undergraduates of Simmons University, Louisville, Ky., who might be interested in employment in the tobacco fields in Connecticut during vacation periods, we have the following information:

Dean David Lane of the university advises that he has been able to interest only three undergraduates but that they were reluctant to apply for the job as they were uncertain about being able to furnish their own transportation.

Very truly yours,

W. H. FRAYSURE,
*Director, Employment Service.*

[Copy]

TENNESSEE STATE EMPLOYMENT SERVICE,
*May 24, 1941.*

MR. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service, Hartford, Conn.*

DEAR MR. MALONEY: With further reference to your letter of April 18, 1941, in which you requested information concerning probable availability of colored college undergraduates for vacation period work in the Connecticut tobacco fields, a survey made by the Nashville, Memphis, and Knoxville offices is as follows:

Fifty-seven students of the Knoxville College, Knoxville, Tenn., have indicated an interest in possible employment.

Fifty-four colored college undergraduates of the Lemoyne College, at Memphis, Tenn., are interested.

Approximately 28 undergraduates of the Fisk University, at Nashville, Tenn., are interested.

We find after canvassing the students that a large number had made arrangements for working during the summer, thus the small number of applicants interested in farm work.

Very truly yours,

W. O. HAKE, *Executive Director.*
By C. E. LOVE, *Assistant Director.*

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[Copy]

NORTH CAROLINA STATE EMPLOYMENT SERVICE,
*May 24, 1941.*

Maj. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

DEAR MR. MALONEY: In response to your request of May 2 we made a survey of undergraduates in specified Negro colleges who would be interested in work in Hartford County, Conn., tobacco fields.

The survey reveals that 164 undergraduates expressed a desire for this work. This number is divided among the colleges as follows:

| | |
|---|---|
| Agricultural and Technical College, Greensboro | 55 |
| Johnson C. Smith University, Charlotte | 54 |
| Kittrell College, Kittrell | 10 |
| Shaw University, Raleigh | 8 |
| Livingstone College, Salisbury | 20 |
| High Point Industrial School, High Point | (1) |
| North Carolina College for Negroes, Durham | 17 |

[1] No report.

Should your employers be interested in employing any or all of these students, we will be glad to handle your order through this office.

UNEMPLOYMENT COMPENSATION COMMISSION,
R. MAYNE ALBRIGHT,
*Director, Employment Service Division.*
By J. W. BEACH, *Clearance Supervisor.*

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[Copy of telegram]

NASHVILLE, TENN., *June 2, 1941.*

DIRECTOR, ADMINISTRATIVE OFFICE,
*Connecticut State Employment Service, Hartford, Conn.:*

Twenty-five men students waiting word from you regarding tobacco farms. Fisk closes today. Answer Western Union collect.

S. L. GANDY,
*Director, Student Employment, Fisk University.*

[Copy of reply to above telegram]

CONNECTICUT STATE EMPLOYMENT SERVICE,
*June 2, 1941.*

S. L. GANDY,
*Director, Student Employment, Fisk University, Nashville, Tenn.:*

No immediate jobs for southern workers. Will advise if needed later.

LEONARD J. MALONEY, *Director.*

[Copy of telegram]

UNEMPLOYMENT COMPENSATION COMMISSION,
*Raleigh, N. C., June 2, 1941.*

Maj. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service, Hartford, Conn.:*

Re report May 24: Undergraduates available Connecticut tobacco fields· Will workers be needed? Colleges close tomorrow. Answer Western Union.

J. W. BEACH.

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[Copy of reply to above telegram]

CONNECTICUT STATE EMPLOYMENT SERVICE,
*Hartford, Conn., June 2, 1941.*

J. W. BEACH,
*Unemployment Compensation Commission, Raleigh, N. C.:*

No immediate openings for southern workers. Will advise if needed later.

LEONARD J. MALONEY, *Director.*

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[Copy]

STATE AGRICULTURAL AND MECHANICAL INSTITUTE,
*Normal, Ala., June 5, 1941.*

Mr. LEONARD J. MALONEY,
*Connecticut State Employment Service,*
*State Office Building, Hartford, Conn.*

DEAR SIR: Several weeks ago we received communication from the Alabama State Employment Service indicating the possibility of the employment of several of our students in the Connecticut tobacco fields. There are 25 students who attended our school during the past session who have expressed definite interest in this work. I understood from your letter that some time would be required for a definite check to see if there would really be a shortage of labor in your area in jobs which these boys could fill. Recently I have been informed that several groups have gone up from other Negro colleges in adjoining States.

Can you give me specific advice as to whether there will be a need for these boys from our school? This information will be very much appreciated.

Yours very truly,

J. F. DRAKE, *President.*

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[Copy]

ALABAMA STATE EMPLOYMENT SERVICE,
*June 10, 1941.*

Mr. LEONARD J. MALONEY,
*Director, Connecticut State Employment Service,*
*Hartford, Conn.*

DEAR MR. MALONEY: This is in further reference to several communications from and to your agency as to possible students in certain of the Negro schools in Alabama who might be available for summer jobs in the tobacco fields in Connecticut.

We are continuing to receive inquiries from these schools which we contacted at your request, and would appreciate very much if you could give us some definite information in regard to the possibilities of clearance orders for those who have expressed interest.

Very truly yours,

C. F. ANDERSON, *Director.*

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[Copy]

CONNECTICUT STATE EMPLOYMENT SERVICE,
*June 11, 1941.*

Mr. J. F. DRAKE,
*President, State Agricultural and Mechanical Institute,*
*Normal, Ala.*

DEAR MR. DRAKE: Your letter addressed to Mr. Leonard J. Maloney, director of the Connecticut State Employment Service, has been referred to me for reply.

I was interested in learning that 25 students are definitely interested in work in Connecticut on farms or tobacco fields. I am sorry that at the present moment, we have no definite necessity for importing out-of-State labor through the employment service clearance system. A general questionnaire has been sent out to all tobacco growers and upon receipt of the replies, we will be in a better position to see how many men are needed and what arrangements the growers will make in connection with transportation, housing, etc.

It is true that several small groups of southern workers have been employed by Connecticut tobacco growers directly. I will advise you when I have more definite information in regard to the need and greatly appreciate your interest in aiding us to fill these jobs.

Very truly yours,

Arthur V. Geary,
*Farm Placement Supervisor.*

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[Copy]

Connecticut State Employment Service,
*June 17, 1941.*

Mr. C. F. Anderson,
*Director, Alabama State Employment Service,*
*Montgomery, Ala.*

Dear Mr. Anderson: I was very much interested in your letter of June 10 stating that Negroes in schools in Alabama are still very much interested in work in tobacco fields in Connecticut.

We are still unable to furnish any definite information with regard to the need of importing southern workers into Connecticut, as we are faced with a problem of housing which has not as yet been solved. The Farm Labor Committee of the Defense Council is trying to arrange with the Farm Security Administration for housing, so far without much success.

If actual job openings develop and housing is available, we will be glad to get in touch with you again.

Assuring you of our appreciation of your interest.

Very truly yours,

Leonard J. Maloney, *Director.*

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## Exhibit D.—Report of Survey of Needed Farm Labor

BY LEONARD J. MALONEY, DIRECTOR, CONNECTICUT STATE EMPLOYMENT SERVICE

July 24, 1941.

The replies to date from the 11,000 questionnaires sent to Connecticut farmers and growers fail to substantiate the shortage of 10,000 workers indicated by farm authorities in testimony before your committee. All but a few tobacco growers failed to return the questionnaire.

The attached statistical reports, A and B, show the situation on July 19, 1941, and are based on actual orders received from farmers and tobacco growers by the 18 offices of the Connecticut State Employment Service. The report shows that on July 19, actual unfilled orders were pending for 820 workers, including about 500 needed in August and September. Report B shows 1,605 placements from May 1 to July 19.

The requirements of farmers and tobacco growers have been met to date by the referral of Connecticut workers and it has not been necessary to import workers for seasonal jobs from outside the State. It may be that tobacco growers who usually import Negro labor from the South have increased their clearance of this type of worker this year, but we have no information in this regard. A shortage of dairy farm hands exists, as shown by 149 unfilled orders in that category. Some dairy hands have been secured by clearance from other New England States.

A.—*Unfilled orders for farm workers on July 19, 1941*

NUMBER OF JOBS STILL OPEN

| | Total | Regular full-time farm hands (live in jobs unless otherwise noted) | | | | Seasonal farm workers (workers employed by day or week) | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Married couples | Men | Boys | Women | Married couples | Men | Boys | Women |
| Total | 820 | 4 | 250 | 13 | 0 | 0 | 353 | 122 | 78 |
| Type of farm: | | | | | | | | | |
| Dairy | 149 | 3 | 135 | 5 | | | 3 | 3 | |
| Poultry | 11 | | 9 | 2 | | | | | |
| Fruit | 107 | | 2 | | | | 80 | 25 | |
| Vegetable | 60 | | 35 | | | | 10 | 5 | 10 |
| Any combination of above | 127 | 1 | 69 | 6 | | | 50 | 1 | |
| Tobacco (shade) | 319 | | | | | | 169 | 82 | 68 |
| Tobacco (outdoor) | 47 | | | | | | 41 | 6 | |

COMMENTS: About 500 of these workers ordered for August and September.

B.—*Placements of farm workers, May, June, and July 1–19, 1941*

| All farm placements: | |
|---|---|
| May | 193 |
| June | 773 |
| July 1–19 | 639 |
| Total | 1, 605 |

DETAILS OF PLACEMENTS

| | May | June | July |
|---|---|---|---|
| General farms | 46 | 121 | 80 |
| Dairy farms | 45 | 41 | 96 |
| Fruit farms | 3 | 92 | 161 |
| Livestock and poultry | 7 | 4 | 4 |
| Truck farms and crops specialty (including tobacco) | 72 | 495 | 298 |
| Agricultural services | 20 | 20 | |
| Total | 193 | 773 | 639 |

## TESTIMONY OF MAJOR MALONEY—Resumed

Mr. ARNOLD. I will first ask you how much employment has increased in Connecticut since last June.

Major MALONEY. That is a difficult question to answer. I can tell you that we have made 80,000 placements since that time, up to the close of business on last Saturday night.

If our estimates of the percentage of placements that we make toward the total accessions is anywhere near accurate, the number would run to 300,000 or 400,000.

Mr. ARNOLD. How much has employment increased in Bridgeport and in Hartford?

Major MALONEY. In Bridgeport we have made during the year 12,637 placements, which might indicate 60,000 or more accessions; and in Hartford 16,818, which would indicate 80,000 or more.

Mr. ARNOLD. You state that 107,000 persons or more have come into Connecticut since the fall of 1939, looking for jobs. How did you estimate the number of 62,226 that went directly to the employers' offices?

Major MALONEY. By direct contact with the employers. We have quite a comprehensive field contact service which requires contact with the employers at frequent intervals. Through that structure we obtained the information for the various defense agencies in Washington, and I think the figures we secure from our Connecticut employers are as accurate as they are able to estimate them at the time, so that that number of 62,226 represents a check made with the employers for the purpose of this investigation.

### INTRASTATE MIGRATION

Mr. ARNOLD. And then you point out that 9,625 workers migrated within the State. That is, this number visited a second employment office. It seems to us that many other thousands of workers must have shifted within the State. Does the employment office have any way of estimating this intrastate movement?

Major MALONEY. No; we don't have any way of estimating those other than through the registrants who visit them, but the people in Connecticut are quite accustomed to using the employment offices and when they do go into another section of the State, they will go into the office.

I believe there has been some movement from one part of the State to another, but not to any great extent beyond that indicated by our report.

There have been orderly transfers involved in that 9,625 that we show as having moved.

### MIGRATION TO BRIDGEPORT

Mr. ARNOLD. It seems that Bridgeport received 60,000 of the total of 107,000 interstate migrants. How do you account for more than half of the total migration going to this one industrial center?

Major MALONEY. Bridgeport is very handy to New York. All the New York metropolitan newspapers, the weekly periodicals, the picture magazines, have their offices in New York. When they want to write a story about the Connecticut defense industry, they go to Bridgeport. Bridgeport's plants have been pictured in magazines and each time one of those news stories appears, either in the metropolitan papers or in the magazines, there is an influx of workers to Bridgeport. They have borne the brunt of the migration.

Mr. ARNOLD. They draw heavily on the State of Pennsylvania. How do you explain that?

Major MALONEY. That is very easily explained. Bridgeport employers seem to like Pennsylvania workers. That is true, too, of Stamford and New Britain. One delegation of Pennsylvania workers will come into the State. They have been encouraged to bring in others from their own home towns and they do bring them, in a considerable number from the mining areas, and they are found very acceptable.

### TRAINING FOR IN-MIGRANTS

Mr. ARNOLD. Only one out of every five of the migrants obtained jobs. Does Connecticut offer any training facilities to the unskilled or semiskilled migrants?

Major MALONEY. The Connecticut training facilities, of course, we use so far as we can for the training of our own people—that is, residents of the State. However, there have been a great number of people from other States who have been trained in them. That is particularly true of people from the adjoining States of New York and Massachusetts.

Since early in our training program, when desirable material made application for these courses, particularly when we had a dearth of applicants for a particular course—I have in mind courses that require more mathematics than the ordinary machine courses and selection had to be more refined—we did take in and train at our facilities residents of those States. Connecticut has also brought in and used people trained in other States.

### SOURCES OF LABOR

Mr. ARNOLD. You estimate that Connecticut will need 40,000 or 50,000 new full-time workers in the next 6 months, excluding the 10,000 for seasonal agricultural work. Where do you expect to obtain that labor and how?

Major MALONEY. Just exactly as we have been doing up to now, first, by utilizing to the fullest extent what we have in our own labor pool. I don't think there is any question but that that will ultimately be done. I speak particularly with respect to the minority groups, because our own reservoir now has reached the point where it is comprised largely of those special groups, groups that have been affected by discriminatory practices and inhibitions against the employment of women, and particularly married women; there is every indication that we will use up that pool.

### RESIDENTIAL CLEARING CENTERS

Now, what we will need over and beyond our own supply we hope to bring in in an orderly manner. We have changed, I hope—and I believe it is true—the pattern for N. Y. A. operation in the State so that the N. Y. A. now, instead of operating these work-experience centers, will concentrate upon serving as residential clearance centers. I think this is very, very important, not only to our State, but to other States which will reach this same stage in their labor supply.

These centers are used to house and sustain people brought in from out of the State until such time as we can place them.

We have one center in operation where we have brought in about 100, and they haven't been residents for longer than 3 days in any instance. They are youngsters who have been trained in New York, Pennsylvania, and more recently, West Virginia.

Mr. ARNOLD. Will you have a witness from the N. Y. A.?

Major MALONEY. No. The N. Y. A. has also made arrangements, I believe, for two other such centers. They hope to establish four or five, located strategically, so that the supply into these centers will be at the proper location and, of course, can be controlled through our estimates of the numbers that should be brought in.

### WORK PROJECTS ADMINISTRATION ROLLS DOWN, 34,000 TO 7,000

I might say that I had hoped to get for the committee in this report the results of a couple of studies that we have made, showing the thoroughness with which we explore our own labor pool. Our

At the Pratt-Whitney aircraft engine plant in Hartford more than 18,000 men were employed in June 1941, with a pay roll of about 24,000 scheduled for September. Only last year this company was employing a total of 4,500 men. Here is one of the plant exits at change of shift.

The above photograph and those on following pages, portraying conditions in the Connecticut defense area, have been selected from a group of pictures entered as a part of the record of the committee's Hartford hearings. They were obtained from the Farm Security Administration and other sources.

One of the many important defense works in the Connecticut area is the Electric Boat Co.'s plant at Groton, shown here at the end of the afternoon shift. Since the start of the defense program, Connecticut's migration, interstate and intrastate, has run to an estimated total of more than 100,000 workers, which means a migration of more than 300,000 persons. An additional 40,000 to 50,000 workers will be needed before the year is out.

This is one of the three huge parking lots at the Pratt-Whitney plant in Hartford.

The Short Line

When those cars shown on the opposite page start rolling in from East Hartford to Hartford, at the end of a shift, even broad bridges become traffic bottlenecks. Here the vanguard of the daily procession is starting across.

Sixty dollars a month for one room and alcove was the rent Mike Du Mond, worker at Colt Arms Co., had to pay when he brought his family into their first Hartford apartment. (His testimony before the committee appears on p. 5275.)

Mr. Du Mond, expert at making gun barrels, can afford a good apartment, but said he could find none vacant in Hartford. The one he has now—for $30 a month—is "peculiar," he told the committee. It has no bath, and because of the sloping roof, the Du Monds had to set up their new refrigerator in the middle of the room.

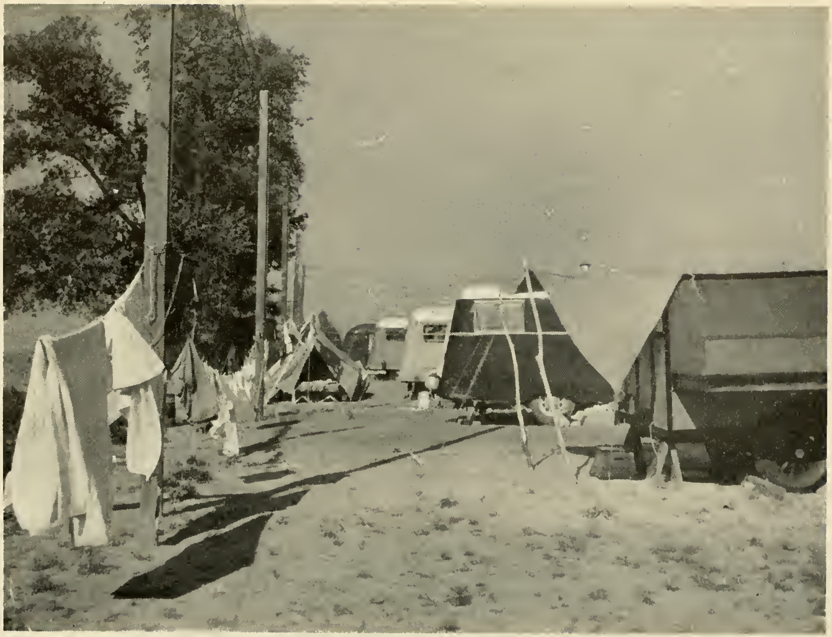
After a hopeless house hunt, Frank Robbins, who came from Cape Cod to work in the Pratt-Whitney plant at Hartford, bought a trailer for himself and his family. (His testimony before the committee appears on p. 5117.)

"It is rather crowded, but I just have to make the best of it," Mrs. Frank Robbins explained to the committee. The family had six rooms back home on Cape Cod, and Mrs. Robbins observed that there is "quite a difference."

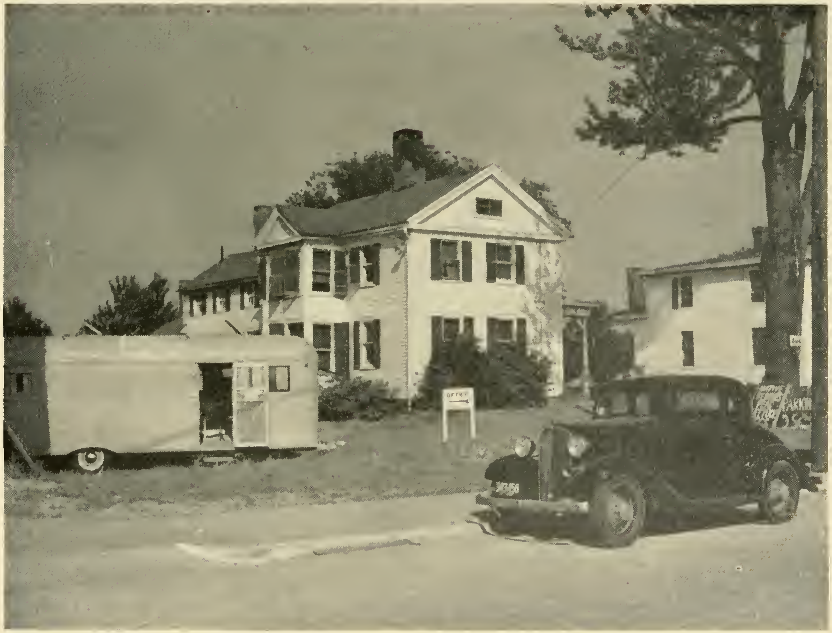
Frank Robbins works at night, so Ann, age 5 (above), and the three other children must be quiet in the daytime so their daddy can sleep in the trailer. Making these small children play quietly all day, says Mrs. Robbins, is "very hard on the nerves."

5110–H

David Robbins, 7, and sister Ann, are shown "cleaning house." Payments on the trailer plus ground rent cost the Robbins family $32 a month. In the bed occupied by the father during the day, two of the children sleep at night.

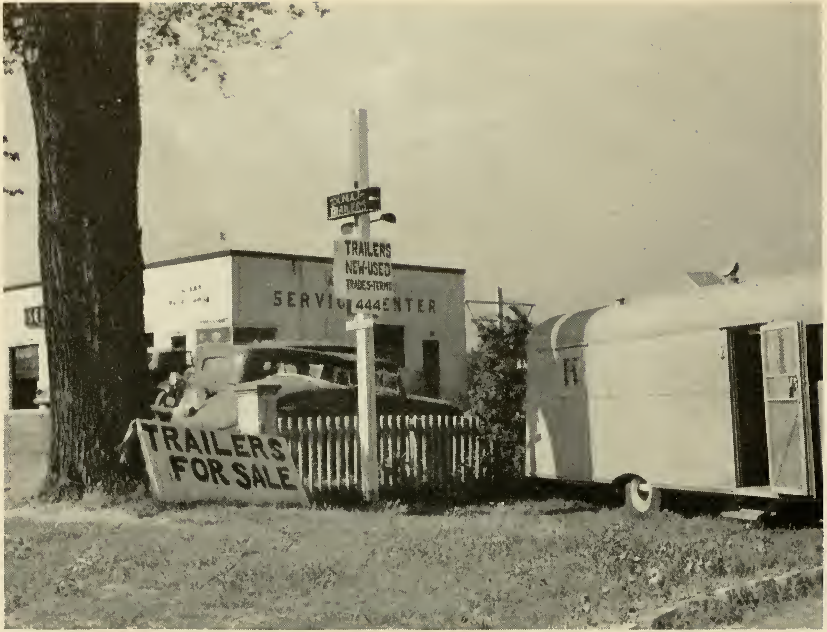


This is the trailer camp near the Pratt-Whitney plant in East Hartford, where the Robbins family and many other defense workers are living.

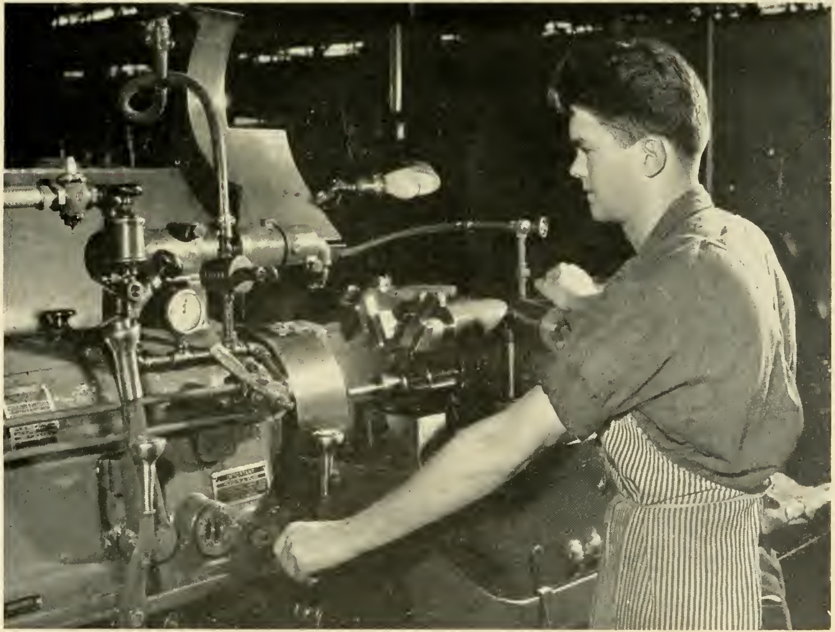


OFFICE
PARKING
25c

Living space is scarce in East Hartford. The yard of this old New England home is being "hired out" to trailers at 25 cents a week.


TRAILERS
NEW-USED
TRADES-TERMS
SERVIC 444 ENTER
TRAILERS FOR SALE

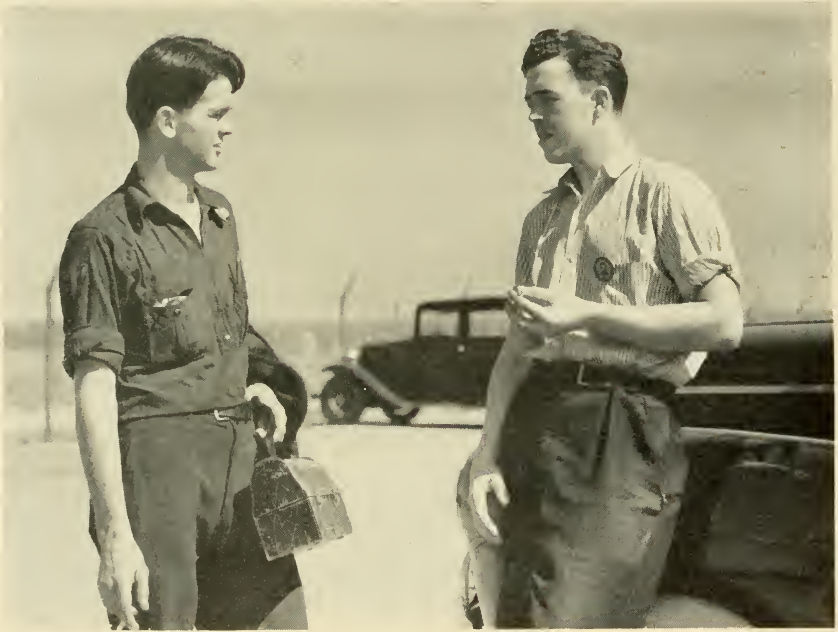
An active market for trailers, new and used, has sprung up in the Connecticut defense area. This is the place of business of an East Hartford dealer.



"Typical" national-defense worker, of the kind who have migrated into Connecticut by the thousands, is Rolfe Chickering, of St. Johnsbury, Vt. He is 20, single, and, when he came to town, was unskilled. After a short training period, he was given a job at Pratt-Whitney. Hartford reports no skilled workers among in-migrants from other States; from rural areas 10 percent are semiskilled, 90 percent unskilled; from the cities 20 percent are semiskilled.

5110-N

Pay day for National Defense Worker Chickering, in account with Pratt-Whitney Division of United Aircraft Corporation. Trained machine operators are paid 70 cents an hour and average about $10 a week. Trainees, while taking the course, receive 50 cents an hour.



Lunch time at the aircraft-engine plant. Chickering pays $8 a week for room and board—two meals a day—in a private home.

5110-P

After a day's work, National Defense Worker Chickering is ready to start the long drive home, taking fellow employees who commute with him. These men require only one room, yet they live in Suffield, Conn.—20 miles from the East Hartford plant where they are employed.

W. P. A. rolls in the State have been brought down from 34,000 to under 7,000, and we have constantly combed those rolls for people who might be referred to industry.

I would like to submit to the committee a report of a study of the so-called defense register of the W. P. A., which contains the names of W. P. A. workers whom the W. P. A. believe are qualified for or adaptable to jobs in industry. It shows the number of people given this extra study by us, and shows that with the relaxation that constantly goes on in employers' requirements, we are still able to absorb about one-third of the numbers remaining on W. P. A.

## EMPLOYMENT OF TRADE SCHOOL GRADUATES

Another study was designed to find out whether the graduates of our State trade schools—that is, the full 4-year course—were being used to the fullest advantage and that the skills that they had acquired in training were now being used in the emergency.

We have checked the graduates from 1932 to 1940, inclusive, all during the lean years, on the theory that some of these youngsters may not have got into the proper trades. The study does show that there are a number not employed in the trades for which they were trained.

Characteristically enough, there are very few who were trained in the machine-shop practices who are not now working in machine shops. There are only 20, as a matter of fact, out of 761 graduates. I will leave these with the committee.

Mr. Arnold. The committee will be very glad to have them.

(The two documents referred to were entered in the record. The study of the W. P. A. defense register was marked as Exhibit A, and it appears in this volume on p. 5094; the check on graduates of trade schools, marked as Exhibit B, appears on p. 5094.)

## NATIONAL YOUTH ADMINISTRATION NOT TRAINING LOCAL YOUTHS NOW

Mr. Arnold. You say the N. Y. A. centers are receiving young men from outside the State? Aren't they training Connecticut boys in the N. Y. A. centers?

Major Maloney. No. The accent in training in Connecticut has changed materially. We have absorbed about all the likely material for the D. I. T. courses, as we call them—"defense industry training," so we are swinging over our facilities to women. The N. Y. A. was in competition, really, with the private employer and the employment centers for the youth who might still be available. Consequently they had to change their entire pattern, and while their work-experience centers are being used, they will be integrated with the whole State training structure and they will concentrate instead on these residential clearing centers.

One of the problems in the importation of people from outside the State has been what to do with them between the time they get here and the time that you can place them; and this N. Y. A. idea is going to answer that problem.

### PLANS FOR EMPLOYING WOMEN

Mr. ARNOLD. You spoke of women workers who could be called upon in the future. What are the plans in Connecticut for employing this labor reserve?

Major MALONEY. Well, the Manufacturers Association will offer their own testimony this afternoon. I don't want to trespass in their field. I will say only that a special committee of the Manufacturers Association has been studying the skills in which women might be trained and the jobs to which they might be adapted in industry. The transition from men to women is on in all jobs for which we can train them and for which they are adaptable.

The question of married women has not yet fully been settled. There is a disposition on the part of the employers to relax their requirements, and if they do, it will open up a new source of supply to us because there are still unregistered and not yet actively seeking employment—married women who have skills that they acquired prior to their being married.

### SHIFT OF LABOR INTO DEFENSE

Mr. ARNOLD. What plans, if any, have been made to handle the shift of labor supply from nondefense industries to defense industries?

Major MALONEY. That is a thing that concerns me very much. I was in attendance at the meeting of one of the O. P. M. committees a few days ago in Washington—a committee on labor supply headed by Arthur Fleming—and I inferred from its deliberations that the materials priorities might be used to force a transfer from nondefense to the defense industries, which would require considerable thinking on our part if we are going to integrate properly what we might get from the nondefense industries in the defense industries.

I recommended there that no arbitrary move in that direction be made, and that it be well thought out, and that instead effort be made to swing the nondefense industries into defense production work. Here in our State we have been engaged in an orderly transfer for over a year.

### REGISTRY OF WORKING POPULATION

Connecticut, through its employment offices, has registered and occupationally classified over 60 percent of its working population—the men and women in the State who work for a living. Way back last year we started checking our inactive and dead files to find skills that might be used in defense industries, and in a good many instances we have found people with those skills, and with the cooperation of the employers involved, we have made the transfers.

We have also had several firms voluntarily enter into arrangements with defense industries, whereby their skilled workers were loaned to the defense industries with all their seniority and other rights protected.

### SHORTAGE IN FARM LABOR

Mr. ARNOLD. That is another instance in which your committee has been working very thoroughly and efficiently, Major.

Now, with reference to workers in agriculture: You state that a shortage of 2,400 full-time workers and 10,000 seasonal workers in agriculture is asserted to exist. How were these estimates made?

Major Maloney. Those estimates were made by the labor committee of our State defense council, and they were made by contacts with the growers and the farmers of the State. When I say "growers" I mean tobacco growers and other farmers.

Mr. Arnold. Does the Farm Placement Service check on the statement of shortages made by the State farm labor committee?

Major Maloney. Yes; by questionnaire to 11,000 farmers of the State, we are trying to determine their full needs. There is information available on the results of that check to date that the committee may have, from the Farm Placement man. That can be prepared for the committee. It is an actual check with every farmer in the State.

Mr. Arnold. Of course, the figure of 10,000 seasonal workers might be too high, because they might go from one industry into another, one type of harvest into another, and there might not be an actual shortage of 10,000.

Major Maloney. That is true. I have never been satisfied myself that that many would be needed. However, it was prepared by a committee of men who know that far better than I, and I wouldn't question the accuracy of the figures.

I think, though, that the result of this survey that we have made, and a copy of the form, as included in this report, are sufficiently advanced so as to give you an indication of whether or not that figure is too high.

### INDIGENT TRANSFER LAW NOT ENFORCED

Mr. Arnold. You quote section 1692 of the General Statutes. Has this section 1692 ever been enforced?

Major Maloney. Just what is section 1692, sir? I don't recall it.

Mr. Arnold. That is in connection with clearances. It provides for a penalty for each person who shall bring into and leave in, or cause to be brought into or left in, any town of the State, any indigent person who is not an inhabitant.

Major Maloney. No, it has never been enforced.

Mr. Arnold. You mention in your statement that you have contacted several southern States. Was the contact made directly or through the regional clearance offices of the Bureau of Employment Security?

Major Maloney. It was made through the Bureau to the Employment Service directors of the other States and the contact was made by that State service with the colleges in those States.

Mr. Arnold. Would it be feasible for you to file with the committee copies of all correspondence with the southern employment services in regard to this year's question of recruiting farm workers?

Major Maloney. Yes, sir.

Mr. Arnold. The committee will be very glad to have copies of the files on that subject.

[Copies of the correspondence referred to above were received by the committee, subsequent to the hearing, and appear in this volume under the heading "Exhibit C.—Inquiry on Negro Workers from the South," p. 5096.

Major Maloney. And you want also the report of the survey of needed farm labor?

Mr. Arnold. Please.

Major Maloney. As far as it has gone? Or do you wish to wait a while and get a more complete report?

Mr. Arnold. I think that would be better.

Major Maloney. I will submit that to you before the committee leaves Hartford.

Mr. Arnold. That is all, Mr. Chairman.

[The report of the survey referred to above was received subsequent to the hearing, and appears in this volume as exhibit D, p. 5107.]

### EMPLOYMENT DISCRIMINATION

Mr. Sparkman. Major Maloney, I was just reading something here which I don't quite understand. I have read with much interest the statement you make regarding employment discrimination against persons of German or Italian extraction.

Major Maloney. That is right.

Mr. Sparkman. It seems that this is a pretty serious problem up here.

Major Maloney. It has been a very serious problem. It is relaxing, but it is still of sufficient moment to merit discussion.

Mr. Sparkman. Do you feel that it is clearing up to some extent?

Major Maloney. Oh, yes.

### TREATMENT OF NEGROES

Mr. Sparkman. You say [referring to the prepared statement] "At present Negroes are acceptable for industrial training, but no matter how able they may prove to be in training, they are not acceptable to employers when training has been completed."

Major Maloney. That is perhaps a little bit too general. We have had some Negro trainees who have gone into the types of jobs for which they were trained; but we do have, on the other hand, those whom we have trained, and while they might have been accepted by industry later, they were not accepted in the types of jobs for which they were trained.

Mr. Sparkman. You don't have a very large Negro population here, do you?

Major Maloney. No, sir; I think currently we have about 1,000 Negroes in the active file—between 1,000 and 1,400.

Mr. Sparkman. You mean all over the State?

Major Maloney. All over the State—2.8 percent.

Mr. Sparkman. Well, do they have difficulty in normal times finding a place in industry?

Major Maloney. They have difficulty in finding the types of jobs they want. There is discrimination by some plants, of course, and it hasn't entirely relaxed yet. As a matter of fact, while the discrimination against Negroes is less serious than that against any of the minority groups, hiring of Negroes is still very spotty, both geographically and with respect to the number of plants in a given district.

Mr. Sparkman. I might say your statement in that connection, while it is quite surprising to me, bears out a statement that I heard a New England Congressman make a few nights ago relating to discrimination against Negroes.

He stated that it had been found that the discrimination against Negroes in defense industries was much worse in the North, and particularly in New England, than it was where we would naturally expect it to be—in the South. I had never thought of it until I heard him make that statement. I notice your comment bears him out.

Major MALONEY. That is right. They are not in the types of jobs that they should be in in the defense industries. There is no question about that. And the largest industry in our State doesn't hire them at all except in the cafeteria of its plant.

Mr. SPARKMAN. Is the discrimination against the Germans and Italians the result of prejudice or is it an inherent fear of disloyalty?

Major MALONEY. Well, in the case of Germans I suppose it is fear of disloyalty and sabotage, although the problem with respect to Germans is not very acute. They are ordinarily very skilled craftsmen, and if they are aliens they can be segregated.

Following an investigation of them, of course, if a Federal agency doing the investigating recommends dismissal they are dismissed; but their numbers are so small you don't notice them, and they are absorbed in nondefense industries or somewhere else.

### ITALIANS SUFFER FROM PREJUDICE

But our Italian population in the State is substantial, and I do not think the discrimination against them has been so much the effect of fear of sabotage, or of the fact that Italy is in the war, as it is—well, I don't know how to express it—a feeling that the Italians were originally brought into the country to take the lower-paid jobs, and that they made for cheap labor.

There are also some contentions by manufacturers that their work habits are not too good. Invariably when we try to pin a firm down which is not taking its proper proportion of Italians, that is the answer—that their work habits were "not too good." It is alleged that they are "inclined to complain," and they are "not as satisfactory workers" as people of other racial extraction.

Mr. SPARKMAN. In other words, that discrimination would be one of normal times, and not necessarily attached to the defense program?

Major MALONEY. You notice it more now, as you get further down into your labor pool, and a higher percentage of them remain.

Mr. SPARKMAN. That is all, Mr. Chairman.

### DISCRIMINATION NOW RELAXING

The CHAIRMAN. Major Maloney, I understand you to say that discrimination in employment is on the decrease?

Major MALONEY. That is true; yes, sir. As a matter of fact the discriminatory practices with respect to all groups—the physically handicapped, married women, the aliens, the Negroes, and the discrimination because of nationality—are all relaxing.

Mr. SPARKMAN. Isn't that true though because your demand for labor is so much greater? In other words, when this thing starts to taper off, won't they be the first ones to be let out?

Major MALONEY. Unless the employers find their working habits have improved. There is a campaign on, designed to correct such habits. In other words, the leaders of their race have been told what the fault is, and they have promised to try to correct it.

The CHAIRMAN. Major Maloney, don't you think it is a question of checking the individual person—the individual employee rather than condemning them as a whole? Take for instance an Italian or a German or a Negro who has been a good citizen here for years and years, and is an American in every way; isn't it a question of checking each one rather than classifying them as a whole?

Major MALONEY. Absolutely.

The CHAIRMAN. A check could be made, and as a result there would be no discrimination of that kind?

Major MALONEY. That is right. I have been fighting that for a year and a half, sir, trying to break down these discriminations, and I think we have been fairly successful with respect to the aliens.

There are some complications, but I do think, and I have made recommendations in my statement, that Washington can do a lot to correct that by making it very clear just who can and who cannot work in the defense industries, and by establishing the procedure necessary to secure approval of the retention of aliens. It is so involved now that employers shy away from it.

The CHAIRMAN. Are there any other questions?

### LIMIT LABOR IMPORTS TO STATE SERVICE

Dr. LAMB. You recommend that the State employment service be used for the clearance of labor from outside the State, and that service exclusively. Would you wish the employers to agree to that voluntarily?

Major MALONEY. Absolutely. We in Connecticut always have believed that only voluntary agreements will function satisfactorily. If such agreements are made, then no effort will be made to circumvent them. I am hopeful that such an arrangement will be one of the results of this manufacturers' committee study. It is the only way that you can intelligently control the labor market and know what is going on in it, and what is going on out of it. It is only by having such a process as that. All firms are not cooperating now; if they find an opportunity to bring in somebody from another State, they do it, with the result that there is an addition to the labor market that we know nothing about, and, too, it encourages other States to do the same thing.

Dr. LAMB. Why would you say that some fail to use the services?

Major MALONEY. Well, because they have hiring practices of many years' standing and they simply haven't been sold on the more modern method as yet. There are still some of the plants which follow the old-fashioned idea of hiring through the foremen, which is not economically sound nor in keeping with our defense requirements. But they are one by one coming around, and we have no complaint at all from an employment service standpoint.

I think you will find that we have as large a percentage of the total employers dealing with the service as any other State service in the Union.

Dr. LAMB. I have no doubt of that from your record here with respect to the problem. For example, if the new labor demand is of the volume of 50,000, or on the other hand if it should be as large as 106,000 on a 3-shift, 7-day factory week, in your estimation, in either case the need for heavy reliance on interstate clearance is going to be accentuated?

Major Maloney. That is right.

Dr. Lamb. From this point out?

### FAR FROM PEAK OF PRODUCTION

Major Maloney. That is right; and I think that the machinery that we are shaping up is already handling it, and I don't see any additional difficulty. As a matter of fact, we still have not yet reached peak production by any means in the State, even on our first shift. We have, I think, on the first shift, 15,000 idle machine-hours weekly on the types of machines that are used in producing defense materials, and on our second shift there are 119,000 idle hours, so that we will have a long way to go before we reach capacity.

Dr. Lamb. With respect to machines?

Major Maloney. With respect to machines and manpower. We may have to change our sources of supply, but we have so refined our machinery here that at a recent discussion with our Bureau we were allowed to take some liberties with the clearance structure and to explore in connection with our planning to meet labor needs and to send out our interviewers into the States where there are pools and line up those workers for Connecticut industries. It is all a question of planning.

### LABOR POOLS OUTSIDE CONNECTICUT

Dr. Lamb. Where would you say the principal pools which could be drawn upon by Connecticut are located?

Major Maloney. It depends on the needs. We still can tap New Hampshire, and Vermont to a lesser extent; Massachusetts, upper New York State, Pennsylvania, and West Virginia. Now, it may be that in 3 months we will have to extend that to some other States, and we do have information as to where the pools are. It will be simply a case of checking and finding out what are the local requirements or the requirements of abutting States, and whether or not their requirements will use those people up before we do.

Dr. Lamb. That is a matter of exchange between State employment services?

Major Maloney. That is right.

Dr. Lamb. That is all.

The Chairman. Major Maloney, we thank you very much for your statement. You have been of valuable assistance to the committee. If there is anything further you want to insert in the record, we will give you that opportunity.

Major Maloney. Thank you very much.

## TESTIMONY OF FRANK E. ROBBINS AND MRS. FRANK E. (JEAN) ROBBINS, PRATT & WHITNEY TRAILER CAMP, HARTFORD, CONN.

The Chairman. Mr. Robbins, will you and Mrs. Robbins come around and bring the three children with you?

Mr. Robbins, will you please give the reporter your full name?

Mr. Robbins. Frank E. Robbins.

The CHAIRMAN. And Mrs. Robbins, will you give your name to the reporter?

Mrs. ROBBINS. Jean Robbins.

The CHAIRMAN. And where do you live?

Mr. ROBBINS. In East Hartford.

The CHAIRMAN. How old are you, Mr. Robbins?

Mr. ROBBINS. Twenty-seven.

The CHAIRMAN. And this lady with you is your wife?

Mr. ROBBINS. Yes, sir.

The CHAIRMAN. And these are your children?

Mr. ROBBINS. Yes, sir.

The CHAIRMAN. Are these all the children you have?

Mr. ROBBINS. No; we have a baby at home, 8 months old.

The CHAIRMAN. How long have you been married?

Mr. ROBBINS. Eight years.

The CHAIRMAN. What is the name of the little boy next to you?

Mr. ROBBINS. David.

The CHAIRMAN. How old is he?

Mr. ROBBINS. He will be 7 in September.

The CHAIRMAN. And the little girl?

Mr. ROBBINS. She is 5 now and will be 6 by school time.

The CHAIRMAN. Mrs. Robbins, would you care to tell the committee how old you are?

Mrs. ROBBINS. I am 26.

The CHAIRMAN. And what is the name of the little boy on your left?

Mrs. ROBBINS. Thomas.

The CHAIRMAN. And how old is he?

Mrs. ROBBINS. He is 3 years old.

The CHAIRMAN. And the baby is 8 months?

Mrs. ROBBINS. Yes.

The CHAIRMAN. Mr. Robbins, how long have you been married?

Mr. ROBBINS. Eight years.

The CHAIRMAN. And where were you married?

Mr. ROBBINS. Plymouth, Mass.

The CHAIRMAN. How long did you live there?

Mr. ROBBINS. Why, it is my wife's home town; I didn't live there any length of time.

The CHAIRMAN. Where did you live immediately prior to the time you came here to Hartford?

Mr. ROBBINS. In Harwich, Mass.

The CHAIRMAN. And what was your employment there?

Mr. ROBBINS. I was service man for an illuminating gas company.

The CHAIRMAN. And what were your wages there?

Mr. ROBBINS. $25 a week.

The CHAIRMAN. And what sort of a house did you live in there?

Mr. ROBBINS. We had a six-room house with all modern conveniences and 3 acres of land.

The CHAIRMAN. What did you pay for that?

Mr. ROBBINS. $25 a month.

The CHAIRMAN. How did you happen to leave there?

Mr. ROBBINS. Well, I wasn't making enough money to support my family and I left to take employment where I could support them.

The CHAIRMAN. How did you happen to come to Hartford?

Mr. Robbins. I saw an advertisement in the Saturday Evening Post by the United Aircraft Co. The advertisement said they were hiring 10,000 more men, so I thought I would try it.

The Chairman. That was an advertisement in the Saturday Evening Post?

Mr. Robbins. Yes, sir.

The Chairman. Did it say anything about what wages you would receive?

Mr. Robbins. No.

The Chairman. Did you bring your family here with you?

Mr. Robbins. No; I was here 3 weeks before my family came.

The Chairman. Did you do anything during the 3 weeks?

Mr. Robbins. About wore myself out looking for a house.

The Chairman. But you were not employed during those 3 weeks, were you?

Mr. Robbins. Oh, yes.

The Chairman. Where did you go to work?

Mr. Robbins. East Hartford, Pratt & Whitney.

The Chairman. And what wages were you receiving?

Mr. Robbins. 70 cents an hour.

The Chairman. What does that amount to a month?

Mr. Robbins. Well, it came to $40.50 a week.

The Chairman. And what was your work there—what kind of work were you doing?

Mr. Robbins. Assistant tester.

The Chairman. Assistant tester of what?

Mr. Robbins. Airplane engines.

The Chairman. And you left your family back at Harwich; is that the idea?

Mr. Robbins. Yes, sir.

The Chairman. And when did you bring them here?

Mr. Robbins. Three weeks after I first came here and started to work.

The Chairman. And you spent about 3 weeks trying to get a house for your family?

Mr. Robbins. All the spare time that I could get away with.

The Chairman. What did you finally select?

Mr. Robbins. Didn't find anything I could afford to live in.

The Chairman. What were they asking for rent?

Mr. Robbins. Anywhere from $45 up to $65.

The Chairman. That was a month?

Mr. Robbins. Yes.

The Chairman. So you figured that wouldn't leave you very much?

Mr. Robbins. I don't think it would.

The Chairman. Now, you finally secured a house, did you?

Mr. Robbins. No; I live in a trailer.

The Chairman. What kind of trailer is it?

Mr. Robbins. Well, when I first came here I didn't have much money for a down payment. I found two trailers, a small camping trailer and a home-made trailer. I bought them from Mr. Moore in East Hartford, a trailer dealer.

The Chairman. What did you pay for them, Mr. Robbins?

Mr. Robbins. The two of them came to $293.

The Chairman. And how much did you pay down?

Mr. Robbins. Thirty dollars.

The Chairman. Did you finally get them paid for?

Mr. Robbins. No; I traded for one single trailer, a custom-built trailer—a covered wagon. It is all metal.

The Chairman. Is that the one you are living in now?

Mr. Robbins. Yes, sir.

The Chairman. How large is that trailer?

Mr. Robbins. 19 feet long, 6 feet wide, and 6 feet 2 inches, I believe, from floor to ceiling.

The Chairman. What sort of trade did you make?

Mr. Robbins. Mr. Moore took the old trailers back and he allowed just what I paid him on them. I paid in $100 and he allowed me that on the new one. The full price was $600 and I got it for $500. I financed it through the Aircraft Credit Union.

The Chairman. How much a month are you paying on that?

Mr. Robbins. Twenty dollars a month.

The Chairman. Where is that trailer located now?

Mr. Robbins. The Aircraft Trailer Park, right across from Pratt & Whitney.

The Chairman. Are there many trailers there?

Mr. Robbins. About 75.

The Chairman. And how do you get along in the trailer, you and your wife and the children?

Mr. Robbins. Well, there isn't much room. I work nights. I am on the night shift. I work from 20 minutes of 12 until 7:10 in the morning, so that solves the sleeping problem a little bit.

The Chairman. If you worked during the daytime it would be quite a problem for you; wouldn't it?

Mr. Robbins. At night we put two of the children in the bed that I sleep in.

The Chairman. Two of the children sleep in your bed at night?

Mr. Robbins. Yes.

The Chairman. Now, what about water facilities and sanitary facilities?

Mr. Robbins. Well, you can pipe your trailer up to the city water supply if you want to. You don't have to. I haven't yet. I have a pump in there and a 20-gallon tank. Showers and electricity go with your rent and you have a recreational hall there.

The Chairman. Now, you are paying $20 a month on the trailer, aren't you?

Mr. Robbins. Yes.

The Chairman. And what rent do you pay for parking privilege?

Mr. Robbins. Twelve dollars a month.

The Chairman. In other words the whole thing stands you $32 a month?

Mr. Robbins. Yes; that is, electric lights and water.

The Chairman. How much ground have you with your trailer?

Mr. Robbins. The lots are all the same size. I believe they are 35 feet long and 30-some-odd feet wide.

The Chairman. Thirty by 35 feet?

Mr. Robbins. Yes, sir; just about square.

The Chairman. Is there plenty of room for the children to play in?

Mr. Robbins. Well, they have the whole camp.

The Chairman. Are any of the children old enough to go to school?

Mr. ROBBINS. This boy here was going to school when we left home, and the girl will be starting this year.

The CHAIRMAN. Well, are they now going to school?

Mr. ROBBINS. They are going to school here; yes.

The CHAIRMAN. How do you like your work?

Mr. ROBBINS. Very much.

The CHAIRMAN. You are satisfied with your job?

Mr. ROBBINS. Absolutely.

The CHAIRMAN. Congressman Sparkman suggests the question: What about winter? Will you be able to live in the trailer?

Mr. ROBBINS. Yes. They are pretty well insulated. They have double walls and insulation between the walls, and there is a regulation trailer oil-burning heating unit.

The CHAIRMAN. You would rather live in a house, wouldn't you?

Mr. ROBBINS. Yes, sir.

The CHAIRMAN. Congressman Arnold?

Mr. ARNOLD. I am just wondering how Mrs. Robbins gets along in the trailer.

Mrs. ROBBINS. Well, I just have to make the best of it, that is all. It is rather crowded, but we always find some way to get around in it.

Mr. ARNOLD. There is quite a difference between a six-room house and a trailer, isn't there?

Mrs. ROBBINS. Much.

Mr. ARNOLD. But not as much work to do, is there?

Mrs. ROBBINS. Well, I keep busy all day.

Mr. ARNOLD. Does it make you nervous, living in such a small place?

Mrs. ROBBINS. Very.

Mr. ARNOLD. Very hard on the nerves?

Mrs. ROBBINS. Yes. I have to keep the children quiet while my husband sleeps.

Mr. ARNOLD. I was wondering if he slept very well with four children around.

Mrs. ROBBINS. Well, he doesn't.

Mr. ARNOLD. That is all.

The CHAIRMAN. Mr. Sparkman?

Mr. SPARKMAN. Is the trailer divided?

Mrs. ROBBINS. Yes, sir; I have a door between the two rooms, but I can't very well close it because I am going back and forth all the time.

The CHAIRMAN. What about your laundry?

Mrs. ROBBINS. Well, there is a room provided in the hall for that, so I do it all up there.

Mr. ROBBINS. There are washing machines there, supplied by the trailer park for 25 cents an hour.

The CHAIRMAN. Would you rather be here in Hartford or back where you came from?

Mrs. ROBBINS. I would rather be here.

Mr. SPARKMAN. Would you rather be here or back in Scotland?

Mrs. ROBBINS. Here.

Mr. SPARKMAN. How old were you when you came over here?

Mrs. ROBBINS. About 8 years old.

Mr. SPARKMAN. How did you happen to come to this country?

Mrs. ROBBINS. Well, my mother and father had been here before and were married over here. My grandfather was very sick and my parents had to go back to Scotland again, but came back when I was 8 years old.

Mr. SPARKMAN. You came here with your parents?

Mrs. ROBBINS. Yes.

Mr. SPARKMAN. Are they here?

Mrs. ROBBINS. No; they went back because of my father's poor health.

Mr. SPARKMAN. And you stayed here?

Mrs. ROBBINS. I stayed here.

Mr. SPARKMAN. And they are in Scotland now?

Mrs. ROBBINS. Yes.

Mr. SPARKMAN. That is all.

Mr. ARNOLD. No further questions.

The CHAIRMAN. Mr. Robbins, are you saving any money out of your salary?

Mr. ROBBINS. Yes; I am.

The CHAIRMAN. In what way are you saving?

Mr. ROBBINS. Having the Aircraft Credit Union take it out of my pay every week—they just take it out and deposit it to my credit.

The CHAIRMAN. Is that a voluntary agreement between you and them or is it general throughout the plant?

Mr. ROBBINS. It is voluntary. You don't have to have that done if you don't want to.

The CHAIRMAN. And how much do they take out of your wages each week?

Mr. ROBBINS. $2.50 a week.

Mr. SPARKMAN. Is there a campaign in the plant urging employes to engage in such a plan?

Mr. ROBBINS. No, I never heard of any.

Mr. SPARKMAN. Well, do they advertise it or put up posters or anything? How does the individual worker learn of it?

Mr. ROBBINS. Well, I learned of it by going by the building and I saw the sign in the window.

Mr. SPARKMAN. That is what I mean; you did see signs?

Mr. ROBBINS. Yes; I went in and inquired what it was all about.

Mr. SPARKMAN. Is any interest paid on those funds?

Mr. ROBBINS. Yes.

Mr. SPARKMAN. They are not invested in defense bonds or anything like that?

Mr. ROBBINS. No; you can buy—I believe they make provision to buy these defense bonds there—you can buy them if you want to.

Mr. SPARKMAN. But that of course would be in addition to this regular weekly saving?

Mr. ROBBINS. Yes.

Mr. SPARKMAN. Do the workers generally participate in that program?

Mr. ROBBINS. I believe they do.

Mr. SPARKMAN. That is all.

The CHAIRMAN. Thank you very much, Mr. and Mrs. Robbins, and children. We have been all over the United States and we have met many people like you, people who have gone through what you have gone through. It always interests Congress very much because, after all is said and done, we want to find out how the people themselves are getting along. Thank you very much for coming here.

The CHAIRMAN. Mr. Glover is our next witness. Congressman Arnold will interrogate you, Mr. Glover.

## TESTIMONY OF MILTON H. GLOVER, COUNCIL OF SOCIAL AGENCIES, HARTFORD, CONN.

Mr. ARNOLD. Will you state for the record your name and address and the official title of the organization you represent?

Mr. GLOVER. My name is Milton H. Glover. I am investment officer for the Hartford National Bank and I am representing here the council of social agencies.

Mr. ARNOLD. Mr. Glover, you have submitted a very good statement, but owing to the shortness of time we will not have you read it now. We would like to have you enlarge upon it by answering some questions.

[The statement referred to is as follows:]

### STATEMENT BY MILTON H. GLOVER, COUNCIL OF SOCIAL AGENCIES OF HARTFORD

The Directory of Social Agencies lists 125 social and health agencies operating in the greater Hartford area, of which 45 are public agencies and 80 are private agencies. Thirty-five of these are State-wide agencies and institutions rendering some service in Hartford either occasionally or through a regularly established branch organization.

The fields of service covered by these agencies are as follows: Child welfare is covered by 25 agencies, family welfare and relief by 53 agencies, hospital care by 13 agencies, other health services by 27 agencies and leisure-time activities by 19 agencies. It is estimated that these 125 agencies employ between 400 and 500 professional workers in their service to the Hartford area. Eighty-five of these agencies (24 public and 61 private) are institutional members of the council of social agencies. Thirty-one of them are member agencies of the Hartford Community Chest.

For some years the Council of Social Agencies of Hartford, in cooperation with the United States Children's Bureau, has been compiling figures on the total cost of health and welfare services in the greater Hartford area. For the year 1940 these services are estimated to have cost $9,205,506. This figure is based on the actual expenditures of agencies whose costs for this area can be segregated and on estimates for certain State-wide agencies. The sources from which these funds were derived are set forth in table I.

As table I shows, 65 percent of all expenditures for health and welfare services in the greater Hartford area last year were provided by public tax funds. In other words, as measured by expenditure, approximately one-third of the total community program depends upon the voluntary support of private citizens administered for the most part by nonofficial agencies. Fees paid to certain agencies, especially hospitals and Young Men's Christian Association and Young Women's Christian Association, for services received, amount to a little over one-half of the private support with the balance provided by philanthropic funds. The major part of the philanthropic funds are made available through the Hartford Community Chest.

TABLE I.—*Total expenditures for health and welfare services, Hartford chest area,*[1] *1940, by source of funds*

| Source | Amount | Per capita |
|---|---|---|
| All sources | $9,205,506 | $37.10 |
| Public funds | 6,095,841 | 24.57 |
| Federal | 2,339,277 | 9.43 |
| State | 1,734,600 | 6.99 |
| Local | 2,021,964 | 8.15 |
| Private funds | 3,280,444 | 13.22 |
| Contributions | 885,318 | 3.57 |
| Chest | 748,071 | 3.02 |
| Other | 137,247 | .55 |
| Endowment | 497,646 | 2.00 |
| Beneficiaries (fees for service) | 1,701,925 | 6.86 |
| All other | 24,776 | .10 |

[1] Includes East Hartford, West Hartford, Wethersfield, Windsor, Bloomfield, and Newington.

Hartford has long been notable for its highly developed sense of community responsibility and for the generosity shown by its citizens in the support of worthy community enterprises. This is clearly demonstrated in table II from which you can see that although the total cost of health and welfare services in this area was only slightly above the average for the 29 cities studied by the Children's Bureau in 1938, on a per capita basis, voluntary contributions were higher than in any other area and almost twice the average.

TABLE II.—*Comparative per capita expenditures for health and welfare services in Hartford and 28 other cities, by source of funds, 1938*[1]

| Source | Per capita expenditures in Hartford | Average per capita expenditures in 29 cities | Hartford ranked— |
|---|---|---|---|
| All sources | $45.95 | $44.01 | Tenth. |
| Public funds | 32.86 | 36.65 | Seventeenth. |
| Federal | 16.23 | 21.84 | Nineteenth. |
| State | 8.02 | 5.58 | Sixth. |
| Local | 8.61 | 9.23 | Eleventh. |
| Private funds | 13.09 | 7.36 | |
| Constributions | 4.25 | 2.44 | First. |
| Chest | 3.40 | 1.72 | Do. |
| Other | .85 | .72 | Thirteenth. |
| Endowment | 2.16 | .52 | First. |
| Beneficiaries | 6.36 | 4.02 | Fourth. |
| All other | .32 | .38 | Eighteenth. |

[1] Statistics compiled from "The Community Welfare Picture in 29 Urban Areas, 1938" published by Children's Bureau, U. S. Department of Labor, June 1939. The cities included in this study were Baltimore, Bridgeport, Buffalo, Hartford, Providence, Springfield, Syracuse, Washington, Wilkes-Barre, Atlanta, Birmingham, Dallas, Houston, Louisville, New Orleans, Richmond, Canton, Cincinnati, Cleveland, Columbus, Dayton, Grand Rapids, Indianapolis, Kansas City, Milwaukee, St. Louis, Wichita, Los Angeles, San Francisco.

The distribution of the $9,205,506 spent for health and welfare services in this area in 1940 among the major types of service is shown in table III. For the family welfare and general dependency, the most important of the services, $4,668,194 (nearly 50 percent of the total expenditure) was spent. Second in importance is hospital care for which the cost was $2,534,650. This, however, is one of the services which receives comparatively large sums in the form of payments by beneficiaries.

TABLE III.—*Total expenditures for health and welfare services in Hartford chest area, by types of service, 1940*

| Type of service | Amount of expenditure | Per capita expenditure |
|---|---|---|
| All services | $9, 205, 506 | $37. 10 |
| Family welfare and general dependency [1] | 4, 668, 194 | 18. 81 |
| Care of children | 834, 331 | 3. 36 |
| Leisure time services | 534, 998 | 2. 16 |
| Hospital care | 2, 534, 650 | 10. 22 |
| Other health services | 580, 801 | 2. 34 |
| Central planning and finance | 52, 532 | . 21 |

[1] Includes Work Projects Administration, National Youth Administration, and Civilian Conservation Corps.

In table IV the per capita expenditures for health and welfare services in Hartford as compared to the average per capita expenditures in the 29 cities show certain noteworthy variations. The per capita expenditure for family welfare and general dependency in Hartford is below the average due to the low per capita expenditure of Work Projects Administration and other Federal funds in Hartford as shown in table II. A well-organized public foster home placement service instead of an extensive program of institutional care combined with the fact that Connecticut has not had aid to dependent children accounts for a per capita expenditure for care of children that is more than double the average expenditure.

TABLE IV.—*Comparative per capita expenditures for health and welfare services in Hartford and 28 other cities, by types of service, 1938* [1]

| Type of service | Per capita expenditures in Hartford | Average per capita expenditures in 29 cities | Hartford ranked— |
|---|---|---|---|
| Grand total | $45. 95 | $44. 01 | 10th. |
| Family welfare | 25. 92 | 31. 68 | 17th. |
| Care of children | 3. 31 | 1. 57 | 1st. |
| Leisure time | 2. 55 | 1. 60 | 4th. |
| Hospital care | 11. 46 | 7. 33 | 1st. |
| Other health | 2. 50 | 1. 63 | 1st. |
| Chests and councils | . 21 | . 20 | 8th. |

[1] Statistics compiled from The Community Welfare Picture in 29 Urban Areas, 1938.

The present organization for social welfare in Hartford is the result of a long period of growth. The confidential exchange (now known as the social service index) was created in 1914. Out of this came the Council of Social Agencies in 1920 and the Community Chest in 1924.

An important factor in our preparedness for home defense was the Hartford survey made in 1934 at the request of the Hartford Community Chest. During the 5 years following the survey most of the important private agencies were greatly strengthened as to staff and leadership. A powerful interest in cooperative study and planning developed and the Council of Social Agencies itself, with augmented staff, became an extensively used facility for joint action. In 1939 the council was reorganized and streamlined to better serve the expanding interests of its members.

As now constituted the council has a membership representing 85 public and private agencies working together through four autonomous divisions. Three of these divisions—case work, group work, and health—have an open membership which permits any professional worker or lay board representative to participate by indicating an interest in a particular division. The fourth division, the Community Organization Division, is an over-all group with a membership composed of agency executives. Other persons may be elected to membership by the steering committee of the division. Each division has a steering committee which plans the programs for the monthly division meetings and which sends representatives to the council executive committee. The council executive committee is composed of representatives, both lay and professional, from each of the four divisions, officers and members at large elected at the council annual meeting, and a few ex-officio members. This committee has ample powers to tie the whole together.

### CASE WORK DIVISION

The case work division is interested in matters of child welfare, family welfare, and health from the case work point of view. Several committees of the division work on special studies and projects within this broad field and prepare reports for the entire division. Problems studied during the past year include housing, care of transients, pre-school and foster day care, and legal aid. The division sponsors discussion groups in a professional education program for staff workers of case work agencies.

### GROUP WORK DIVISION

The group work division is concerned with recreation and education and helps to coordinate the programs of community centers, church centers, the public school program and the public recreation programs. The division carries on such studies as are necessary to further the growth of constructive group work programs in the community and to raise the standards of training and performance in group work.

### HEALTH DIVISION

The health division exists to foster better understanding among workers in the various health agencies, to serve as a medium for the exchange of information about new developments, to serve as a channel for the technical review of problems and to make provision for supplying desired educational opportunities for staff workers or board members.

### COMMUNITY ORGANIZATION DIVISION

The community organization division considers those problems which arise on the administrative level. The division was organized to promote the study of the institutional structure of social welfare in metropolitan Hartford, to promote the study of the need for social and health services in various sections of the metropolitan area, to assist the agencies in the promotion of public understanding of their functions, and especially to promote the most effective coordination of agency services.

### CASE COUNCIL

A case council made up of executives or supervisors from all important agencies operating on a case basis in both the social and health fields has been meeting weekly for more than 10 years. This council renders advisory opinions on plans for family treatment especially when disposition of children is involved and facilitates the settlement of problems of agency jurisdiction and responsibility.

The meetings are discussions relative to a case presented by one of the social agencies in which it seems necessary to have the help of a cooperating group, the case council, in working out the best possible plan for the persons concerned. The material presented for these discussions is in summary form from the confidential case records of the case work agency seeking a plan. Such discussion promotes disinterested and cooperative thinking about the problem on the part of those workers present and lends to the recommendations the support of all the case work agencies of the community. This support is significant particularly in cases where commitment of children through the court is concerned. About 100 cases are reviewed in this manner each year by an experienced group which changes little in personnel.

The professional staff of the Council of Social Agencies consists of a half-time executive secretary and three full-time assistants—namely, a case-work secretary with psychiatric social-work background, a junior assistant with group-work background, and a research assistant.

### SOCIAL SERVICE EXCHANGE

The council operates the Social Service Exchange, which has nearly 100,000 cards in its file and total annual clearings in excess of 40,000; 35 public and 37 private agencies use the exchange routinely. The Social Service Exchange is a confidential alphabetical file in which are recorded the names and identifying information of those families and individuals known to the social and health agencies of the community. It recognizes and carefully guards the confidential nature of the relationship between clients and agencies. Each card in the file carries the names of those agencies which have previously registered the case, together with the dates of their registrations.

Consistent and regular use of the exchange by social workers has values for the client, the agency, and the community, as follows:

1. Gives information as to the extent and kind of agency services in the community used previously by the client.
2. Assists in clarifying agency responsibility before accepting client.
3. Facilitates mutual planning among the social workers on behalf of clients, thus avoiding unnecessary investigation and conflicting plans.
4. Promotes greater coordination of effort among agencies, both public and private.
5. Enables social agencies to avoid duplication and overlapping of services or efforts for clients, thus making possible a distribution of available funds and services to the largest number of those in need of assistance.

Besides the Council of Social Agencies there are three other important coordinating organizations—the Community Chest, the Citizens' Committee for Social Welfare, and the Central Planning Council for Social Welfare.

### COMMUNITY CHEST

The 31 member agencies of the community chest include nearly all the important private agencies—sectarian as well as nonsectarian. The chest raises about $3.20 per capita (on the basis of 1940 population) and listed last fall over 87,000 contributors—one for every three inhabitants of the area. The chest and council are separate organizations but share office space and facilities as well as certain personnel including the executive.

### CITIZENS' COMMITTEE FOR SOCIAL WELFARE

The Citizens' Committee for Social Welfare is composed of delegates from some 275 social, civic, religious, cultural, occupational and other groups in the community, including agency boards—one delegate from each organization. It was organized in 1934 under the joint sponsorship of the chest and council. It is distinctly a layman's organization and is dedicated to the promotion, articulation and coordination of the layman's interest in the social welfare field.

### CENTRAL PLANNING COUNCIL

The Central Planning Council for Social Welfare is an overall planning group on the policy making level which was recommended in connection with the reorganization of the Council of Social Agencies. Its membership is entirely ex officio and consists of the steering committee of the Citizens' Committee for Social Welfare, the chairmen of the four divisions of the Council, and the citizen heads of some thirty important city departments and community organizations. It is not an executive agency, but depends on its various constituent organizations, particularly the Council of Social Agencies, for executive service. The Community Organization Division of the Council of Social Agencies brings together the professional executives of the various organizations whose presidents make up this Central Planning Council.

As a result of the development of these various facilities for community planning Hartford was very well prepared to meet the emergency. With the executive secretary and the four division chairmen taking the initiative the Council of Social Agencies assumed the responsibility for reorienting the social welfare program to defense needs. In June 1940 the steering committees of the four divisions were constituted a joint seminar to explore the implications of the defense program and the war and to integrate the thinking and experience of the divisions and the agencies as they endeavored to meet the needs of the unfolding future. The speculations and findings of the seminar were translated into action by the divisions and their member agencies—especially by the Community Organization Division through which suggestions were forwarded to the executive committee and to various responsible individuals in the defense program.

### EFFECTS OF DEFENSE PROGRAM

The effects of the defense program which have been felt by the social and health agencies of this community to date have been almost entirely due to the industrial and economic aspects of the program and have been rather specialized in character.

As may be seen from an examination of tables VI and VII, total expenditures for health and welfare work in the Hartford area were $888,902 or 8.8 percent less in 1940 than in 1939 due primarily to a reduction in Federal and local relief expenditures. Federal relief expenditures, chiefly W. P. A., declined $741,835 or 24 percent. Total expenditures from all sources for family welfare and general dependency declined $754,678 or 16 percent. On the other hand, payments by beneficiaries increased $204,519 or 13.7 percent. The only major class of service showing a substantial increase as measured by expenditures was care of children which increased $62,842 or 8.1 percent. This increase represents primarily the steadily increasing number of children committed to State and county agencies for permanent care.

Table VI.—*Comparison of total expenditures for health and welfare services in Hartford area for 1938, 1939, and 1940, by source of funds*

| Source | 1938 | 1939 | 1940 |
|---|---|---|---|
| All sources | $10, 558, 165 | $10, 094, 408 | $9, 205, 506 |
| Public funds | 7, 551, 102 | 7, 093, 752 | 6, 095, 841 |
| Federal | 3, 728, 497 | 3, 081, 112 | 2, 339, 277 |
| State | 1, 843, 941 | 1, 961, 067 | 1, 734, 600 |
| Local | 1, 978, 664 | 2, 051, 573 | 2, 021, 964 |
| Private funds | 3, 007, 063 | 3, 000, 656 | 3, 109, 665 |
| Contributions | 976, 788 | 939, 150 | 885, 318 |
| Chest | 783, 773 | 765, 003 | 748, 071 |
| Other | 193, 015 | 174, 147 | 137, 247 |
| Endowments | 496, 316 | 507, 264 | 497, 646 |
| Beneficiaries | 1, 462, 019 | 1, 497, 406 | 1, 701, 925 |

Table VII.—*Comparison of total expenditures for health and welfare services in Hartford area for 1938, 1939, and 1940, by type of service*

| Service | 1938 | 1939 | 1940 |
|---|---|---|---|
| All services | $10, 558, 165 | $10, 094, 408 | $9, 205, 506 |
| Family welfare | 5, 954, 598 | 5, 422, 872 | 4, 668, 194 |
| Care of children | 759, 626 | 771, 173 | 834, 331 |
| Leisure time | 585, 670 | 589, 449 | 534, 998 |
| Hospital care | 2, 632, 925 | 2, 663, 750 | 2, 534, 650 |
| Other health services | 575, 543 | 596, 477 | 580, 801 |
| Central planning and finance | 49, 803 | 50, 687 | 52, 532 |

Expenditures are only an indirect measure of changes in the welfare program of the community because so many different factors enter into them. We use them to get an over-all picture of the community program because they are the only figures we can get on a completely inclusive basis. Forty-eight of the more important agencies in Hartford do, however, participate in the social statistics project of the United States Children's Bureau in which they submit regular monthly reports on the amount of work which they have done. From these reports and one or two other sources we have compiled tables VIII and IX showing trends in some of the more significant services. Table IX being based upon a single month's operation is less reliable as an indication of trends than the annual figures given in table VIII but it furnishes some basis for bringing our observations more up to date. The general indication of these tables is similar to that of tables VI and VII namely that major effects of the defense program, to date, have been felt chiefly by certain specialized services rather than by the community program as a whole.

The reduction of the number of cases applying for public assistance is obviously a direct result of the defense production program. The same is true of the decrease in cases accepted for active treatment by private family welfare agencies since this decrease has affected only their relief case loads. Cases receiving social treatment without relief have tended to increase slightly.

The increase in shelter services and travelers' aid are due directly to the migration resulting from the defense production program.

Pressure on day nursery services has recently shown a tendency to increase as indicated in table IX rather than to continue the easing trend suggested in table VIII.

None of the other changes indicated in tables VIII and IX has any very direct connection, as far as we can determine, with the defense program.

TABLE VIII.—*Comparative statistics on selected services rendered by social and health agencies in the Hartford area reporting to U. S. Children's Bureau for 1938, 1939, and 1940*

| Type of service | 1938 | 1939 | 1940 |
|---|---|---|---|
| Number of cases accepted by department public welfare for public assistance | 3, 641 | 3, 777 | 2, 557 |
| Aggregate number of nights lodgings provided to transients and homeless by shelters and other institutions | 41, 336 | 39, 203 | 43, 619 |
| Number of new cases accepted for social service by Travelers' Aid Society | 1, 196 | 1, 141 | 1, 242 |
| Number of new cases accepted for active treatment by private family welfare and relief agencies | 2, 720 | 2, 150 | 2, 055 |
| Number of new dependent and neglected children accepted for care away from home | 2, 060 | 1, 517 | 1, 330 |
| Number of new children enrolled by the day nursery | 144 | 101 | 70 |
| Number of new children accepted for treatment by mental hygiene clinic | 308 | 325 | 561 |
| Number of women and girls accepted for care by the maternity home | 26 | 24 | 23 |
| Aggregate attendance at group work activities of local private agencies | 52, 386 | 56, 057 | 97, 555 |
| Year end enrollment of Boy and Girl Scouts | 5, 459 | 6, 179 | 6, 572 |
| Number of public-health nursing visits | 138, 717 | 143, 337 | 139, 747 |
| Number visits to clinics and medical conferences (not including municipal hospital out-patient department) | 66, 145 | 63, 796 | 69, 673 |
| Number visits to municipal hospital out patient department (fiscal years ending Mar. 31 from annual reports) | 47, 543 | 59, 835 | 43, 912 |
| Number new patients accepted for care by social-service departments, hospitals, clinics | 3, 002 | 2, 561 | 3, 021 |
| Number of cases opened by legal aid bureau | 1, 272 | 985 | 945 |

TABLE IX.—*Comparative statistics on selected services rendered by social and health agencies in Hartford area reporting to Children's Bureau, in April 1940 and April 1941*

| Type of service | Number of agencies reporting | April 1940 | April 1941 | Percent increase (+) or decrease (−) |
|---|---|---|---|---|
| Number of cases receiving relief from department of public welfare (March) | 1 | 2, 470 | 1, 563 | −36. 72 |
| Average daily number of lodgings provided to transients and homeless by shelters and other institutions | 3 | 122 | 130 | +6. 55 |
| Number of active cases reported by Travelers' Aid Society | 1 | 102 | 137 | +34. 31 |
| Number of active cases under care of private family welfare and relief agencies | 5 | 903 | 762 | −15. 61 |
| Number of dependent and neglected children under care away from home | 7 | 1, 834 | 1, 811 | −1. 25 |
| Number of children receiving day nursery care | 1 | 83 | 94 | +13. 25 |
| Number of cases served by mental hygiene clinic | 1 | 126 | 165 | +30. 95 |
| Number of women under care of maternity home | 1 | 8 | 9 | +12. 5 |
| Average daily attendance at group-work activities of local private agencies | 5 | 1, 126 | 1, 106 | −1. 77 |
| Boy and girl members of Scout organizations | 2 | 6, 582 | 6, 634 | +. 79 |
| Number of public health nursing visits | 3 | 10, 808 | 10, 051 | −7. 1 |
| Number of visits to clinics and medical conferences (including municipal hospital out-patient department) | 4 | 9, 969 | 8, 278 | −16. 96 |
| Number of patients receiving medical social service in hospitals and clinics | 3 | 602 | 497 | −17. 44 |
| Number of cases opened by legal aid societies | 1 | 120 | 106 | −11. 66 |

As part of the preparation for this hearing the council of social agencies made a study of the applications to the principal social and health agencies in Hartford during the first 2 weeks of May 1941. A total of 519 applications received during this period were analyzed; 236 of these applicants had resided in this area less than 1 year while 218 had resided here 1 year or more; 170 of the applicants were married persons, 208 single, 46 unrepresented, 9 divorced, and 48 were widows or widowers. A total of 211 of these applications indicated some connection with the defense program, and at least 183 of these had resided here less than a year; 12 presented problems growing out of the Selective Service Act, and 16 presented problems growing directly out of the housing shortage; 44 were persons with residence under 1 year who needed temporary financial assistance pending receipt of their first pay; 113 were unemployed persons with less than 1 year's residence who needed temporary assistance; 26 presented other problems which could be identified as connected with the defense production program. Of the 236 applications from persons with less than 1 year's residence, 148 were reported by the temporary shelters, 54 by the Travelers Aid Society, 11 by the family agencies, 9 by the child caring agencies, 9 by the public welfare department, and 5 by medical social service departments. These figures point to the same conclusions as the data previously presented on expenditures and services rendered, namely, that the community welfare program, viewed as a whole, has suffered no serious dislocations as a result of the defense program although certain specialized services have been confronted with rather sharply increased applications.

If we approach the matter from the standpoint of what is happening to people in this community, however, we get a somewhat different view of the matter. The experience of the social agencies during the past year furnishes considerable evidence that living has become increasingly difficult for many people, and particularly for those in underprivileged groups. There is no need for us to present evidence here to prove that a serious housing shortage has developed in this area during the past year. The social agencies were among the first to become aware of this development and to become articulate about it.

### ROOMS REGISTRY

Early last fall several of our agencies joined forces to establish a cooperative rooms registry service to help them increase their available supply of acceptable rooms for single persons and couples without children. While this service proved helpful in a limited way, it soon became evident that a situation existed which called for a service extending beyond the scope of the social agencies. The council of social agencies, therefore, urged the creation of a more inclusive central homes registration bureau and cooperated with the local defense committee in developing plans for such a bureau which was opened in April by the Hartford Chamber of Commerce.

Meanwhile, another committee of the council of social agencies had undertaken to study the incidence of housing problems among the families coming to the social agencies for help. The combined reports of the agencies interested primarily in family services indicated that at least 16 percent of all those applying for assistance during November and December were having some difficulties related to the lack of dwellings. In addition to this 16 percent, over 20 percent of families already active with the agencies were involved in similar problems.

Those most commonly encountered consisted of rent increases out of proportion to the regular income of families, which called for supplementation or resulted in real deprivation. Moderately priced rentals not being available, families were forced to give up their homes to crowd into furnished rooms, double up with relatives, or in some instances, to request placement of their children.

Numerous evictions had occurred for reasons other than nonpayment of rent.

### AGENCIES IN JUVENILE FIELD

Agencies active in the children's field also reported that 25 percent of all families applying for assistance during November and December presented similar problems related to the housing shortage. Child-placing organizations are suffering from a serious lack of adequate foster homes. They are also finding it necessary to continue to care for children whose parents are only waiting for a rental to reestablish the family unit.

Medical agencies reported that their patients also were concerned with the problems of excessive rents and overcrowded conditions. Housing facilities in many cases were below minimum standards in plumbing, ventilation, heating, and cleanliness.

The pressure of the housing shortage has increased steadily throughout the spring. Families not benefiting from the defense programs have been handicapped by their inability to bid against defense workers for housing as rents have climbed. Families with children have been particularly handicapped and have been the principal sufferers in a rising tide of evictions for reasons other than nonpayment of rent. When our case council decided to publicize this situation early in May, it found 75 cases among the families being cared for by the social agencies which were under eviction orders, in most cases because they had children.

Nothing which has developed out of the defense program, to date, has given us quite so much concern as this unexpected turn of the housing problem. The implications of unwanted children for the future of this community and of the Nation are unpleasant to contemplate. There is one other implication of defense migration, however, which is also giving us concern although it is still a future eventuality rather than a present reality. If, as, and when, defense production stops thousands of persons will be out of work in this community, many of them with no other place to go. We realize that your committee has this eventuality in mind and we sincerely hope that your investigation of defense migration will be fruitful not only in terms of immediate help for pressing current problems but also in terms of more fundamental constructive planning for the prevention of more serious problems in the post-war period.

## Exhibit A.—Study of Evictions in Hartford, Conn.

### REPORT BY HARTFORD DEPARTMENT OF PUBLIC WELFARE, BASED ON STUDIES MADE BY CASE COUNCIL OF THE COUNCIL OF SOCIAL AGENCIES, HARTFORD, CONN.

The following cases are included in the study of evictions made by the Case Council of the Council of Social Agencies in April 1941:

No. 1: This is a colored family comprised of mother and three children. The family lives in four adequate clean rooms. The rent originally was $15 per month. In 1940, it was raised to $18 and at the present time it is $20 a month.

The mother is the sole support of the family and is employed on W. P. A. Department of Public Welfare is supplementing her income. During the year 1940, she was ill in the hospital for a few weeks and became in arrears one-half month on the rent. She offered to catch up on this, but the landlord refused. Not only did he refuse this but also refused the Department of Public Welfare "rent guarantee" or to have the client pay her rent.

The case was taken into city court and the client was ordered evicted. Client is now without an available rent and the furniture is to be placed in storage by the Department of Public Welfare and plans to move client and her children into a private family will be made.

This family has lived in Hartford about 15 years. Client is willing to pay her rent or is eligible for rent from this department, depending on the circumstances. The department will allow any reasonable amount for the rent. The ages of the children are as follows: A girl 9½, boy 7, and a boy 6.

No. 2: This is a white family comprised of two adults and nine children—girl, age 3; twins of 5; boy, 6; girl, 8; boy, 9; boy, 10; boy, 12; girl, 14.

Family is being evicted. The landlord does not wish to keep such a large family. They have had an extension of time on the rent. Man is employed in a local factory and will average about $35 a week.

It has been impossible for this family to find a rent. They have been through city court and are to be evicted the 21st of April. They have no relatives who can take the children and client is able to pay for his own rent and should be able to take care of his family with no further assistance from this department. This family has lived in Hartford for about 14 years except for a period in 1939, when they were away from Hartford for about a year and a half.

No. 3: This family is comprised of the mother and two daughters, age 9 and 2. The mother returned to Hartford about 5 months ago having lived in Hartford previous to that date. She lives in two furnished rooms which she keeps very clean and neat.

She has some furniture and could go into a rent of her own if she were able to find a tenement.

Department of Public Welfare is paying $5 per week room rent. The landlady is increasing the rent to $10 a week.

The mother has been notified that she is to be evicted within a week. Because the mother could not locate a rent with the two children, it was necessary to place the baby in the municipal nursery. That left the mother and the older child at home. When the mother discovered that the baby was forgetting her, she decided to take the baby home. Although her landlady notified her that she would be evicted when she took the baby home, the mother decided to risk the landlady's eviction and take the baby. Since she had the baby home, the landlady notified her that she was to move out. Since she could not locate a rent with the two children, it was necessary to immediately return the baby to the municipal hospital nursery. The mother is still looking for a rent but has not yet found one.

The Department of Public Welfare will pay any reasonable amount of rent for this family in either furnished rooms or a tenement.

Reported by the Family Service Society:

No. 4: The man was referred by a local business concern for suggestions in finding a house. Six years ago he was persuaded by present landlord, a countryman, to move in as a favor, but now he is threatened with eviction if he does not move, and the reason given is "complaints of neighbors about the children." The man does not believe that this is the real reason and thinks that the landlord sees a chance of getting more rent, which the man says he cannot pay on his present income. There is no record of their ever having had any aid. He has looked steadily for 2 weeks and found absolutely nothing except an undesirable place on the fourth floor. He feels that he cannot take this because his wife has painful varicose veins and his children could not get outdoors easily. He has appealed to a great many individuals in the community without result. He has tried his best to be accepted at one of the housing units but they tell him he is ineligible because he does not live in a substandard dwelling. This does not make sense to him because he says he will be "on the street and have no dwelling at all, and what can be worse than that?" He says he is usually a happy, easygoing man but he has become very nervous, so much so that his fellow-employees have noticed it and questioned him about it. Wherever he goes they refuse to consider taking his children. He has been advised to move into a substandard dwelling in the hope of getting into a housing unit later, but he is unwilling to do this as he believes it would be injurious to his children. He hesitates to consider life in a trailer because he fears it would not be sanitary and a school might not be accessible in the fall for his older child. He has not yet received a dispossess but has no doubt that he will receive one in the near future. The family consists of two adults and two children aged 6 and 3. Man regularly employed on same job for 13 years; $25 a week. The rent consists of five rooms, unheated; lived there 6 years; $30 a month. Lived in Hartford 15 years.

No. 5: Stock clerk in factory. Employed same place since 1928, earnings $30—$32 with overtime. Five children. Evicted from rent he has lived in for 6 years. At time of application was living in furnished rooms with parents. Nine people in three rooms. This case is now known to Federal investigators.

No. 6: Defense worker earning about $38. Evicted from $45 rent. Five children. Could find no place to go. Had offered to attempt to meet rent but landlady would not allow them to stay because of the children.

No. 7: Defense industry worker earning $38-$40. Evicted from rent because of disagreement with landlord. Could find no place which would accept children and was living with another family in furnished rooms. There were four adults and eight children living in four rooms. Four children belonged to family under discussion.

No. 8: Man, 47; regularly employed, earning $26 a week. Woman, 32; girl, 10; girl, 6½; boy 1. Living in cabin; $4 a day, no inside toilet facilities. The family have been here only a week. They have $100 and hope to find unfurnished rooms which they will furnish cheaply. They appear to be hard-working, thrifty people. They had to bring the children here because they had no relatives nor friends able to take them. It is a handicap to live so far outside the city in that it is difficult to get to advertised rents. The mother is anxious to get the children settled and in school. According to room registry there are no furnished nor unfurnished rooms priced to fit their income. As their present expenses are greater than their income they will soon use up their backlog of $100 without accomplishing anything.

No. 9: Man, 31; regularly employed for the last 6 years, earning $30 a week. Woman, 34; girls, 11 and 3; boys, 10, 4½ and 9 months. Three rooms, $29; rent has gone up $5 in last 5 months. Family have received their second eviction notice for nonpayment of rent; landlady's brother would not accept rent as they do not want any family with children. Family plan to split up until they are eligible for housing placement, which will be in August, they have been told. The mother and children will go with relatives. Man is also looking in the suburbs for a summer place.

No. 10: Man 27; employed at same place for about 1½ years; earnings have increased from $12 to $50. Woman 26; boy 5½; girls, 4 and 1½. Five rooms, $25. The family have always lived in cheap rents because of man's previous irregular employment. They are forced to leave present rent where they have been about 17 months because their rent is being made into a store. One other family has been asked to vacate. Family are willing to pay a rental up to $45 but no one wants a family with three small children. Man is looking in suburbs for a rent and family are now with relatives. This is a family previously known to the Family Service Society because of domestic difficulties, caused by needing to break up the home because of irregular income.

No. 11: Family of 6—parents and 4 children. Hartford residence 17 years. Father skilled factory worker. Eviction notice in December due to clash with landlord. Temporarily staying with friends. Four adults and eight children in 4 rooms. Sleep on floor. Could pay $35 per month.

No. 12: Divorced woman, virtually on street. Supporting children. Needed furnished rooms. Moved to Windsor. Present status (?).

Reported by the Diocesan Bureau of Social Service:

No. 13: Parents—1 baby 5 months. Were living in three rooms. Rent was first raised from $35 to $45, then they were threatened with eviction and forced to leave because of baby. Need three or four rooms. Could pay $35. Income $16 per week. Agency supplementing.

No. 14: Mother and child 4 years old, living with relatives. If she does not leave, the relatives have been threatened with eviction. Father is in United States Army service and is out of State. Need two rooms. Could pay $30. Income $15 per week.

No. 15: Family have three children. Rent was raised from $30 to $35 for five rooms and then family was given eviction notice. Can pay $30. Need five rooms. Income $37 per week.

No. 16: Family have four children. Rent was raised from $19 to $25 for three rooms. Landlord has threatened eviction. Need five rooms. Can pay $25 to $30. Eviction because of children. Landlady says she wants family to leave. Income $40 per week.

No. 17: Family have five children. They pay $23 for five rooms. Have been asked to move and threatened with eviction. They were evicted from an apartment in December 1940. At that time it was necessary to make plans for temporary placement of children until they could find a rent. Eviction because of children. Can pay $30. Need five rooms. Income $25 per week.

No. 18: Family have five children. They were evicted in November 1940 from an apartment. Three children were placed with relatives and the parents and two younger children went to a furnished room. They are waiting to move into a H. H. A. rent.

No. 19: Widower with five children, ages 15, 14, 13, 11, and 10; was evicted in September 1940 from the home he had lived in for a long time in West Hartford because they objected to children. At that time the children were separated and placed with relatives. Father found a rent in Hartford. He was anxious to keep his family together so he took the rent although it was in very poor condition. (In 1939 the Hartford department of public welfare paid $16 rent for a client living at that address.) Father had to pay $30 for the rent. He was given an eviction notice but this agency has tried to arrange for an extension of time. Eviction due to children. Needs five rooms. Can pay $30.

No. 20: Family have six children, five rooms needed. Rent has been raised from $22 to $30. Family has been threatened with eviction. Income $30 per week.

No. 21: Family has 10 children. First the rent was raised from $30 to $35 and then when the family failed to move they received notice of eviction. Father has been a city employee for years and earns over $40 a week. Six rooms needed. Can pay $35.

No. 22: Family evicted in August 1940 because they had five children. At that time the children were placed in Highland Heights. The children are still there because the parents have been unable to get a rent. Parents in furnished rooms. Need six rooms. Can pay $35–$40. Income $45–$50 per week.

No. 23: Rent raised $35 to $60 to turn into a rooming house. Woman just home from hospital. Paid $35 per month 4 years. February 1941 raised to $45 per month. May 1, will be $60 per month.

No. 24: Property sold to be made into three-room apartments. Rent raised from $40 to $60. No eviction notice. Recently came to town working at defense industry. Family moved out of town.

No. 25: Father deserted a year ago. Mother in a convalescent home for nearly a year. Two children placed by agency. Now ready to reestablish home but can't find tenement. Mother earns $16 per week. Agency will supplement up to $35 per month rent. Fear the year's work with mother and children will be undone if cannot find quarters for them.

No. 26: Father, mother, and two children. Father earns about $40 per week at Colt's. Known to agency through Visiting Homemakers' Service. Rented a six-room apartment for $35 per month. Landlord made over building into two- and three-room apartments. Family now pays $36 per month for a three-room apartment in the same building. Mother is pregnant. Family unable to locate other quarters.

In all these situations reported by the Diocesan Bureau of Social Service, the families have sufficient income to pay the rent but the landlord objects to the children and for the same reason it is impossible for these families to find new rents. Their incomes are too high for the Hartford Housing Authority.

Reported by the Visiting Nurse Association:

No. 27: Rent increased from $22 to $35 a month. Income $25 per week. Three children. Family given notice because landlord wanted a family of adults with no children. Family moved in temporarily with husband's brother. Eight living in five rooms. Unable to find a rent.

No. 28: Rent increased from $36 to $50 a month. Income $20 per week. Family ordered to move because of three children—ages 5, 2, and 4 months. Would have had to move at any rate because of inability to pay such a rent.

No. 29: Rent $16 a month for two rooms with outside toilet and no electricity. Asked to move because electricity is being installed and rent to be increased. Landlord wants tenant without children. One child in family and another expected. Income $17–$20. Family broken up. Mother and children with aunt in Windsor. Father boarding.

No. 30: Rent increased from $28–$30 a month. Family willing to pay but asked to vacate as landlady does not want children in apartment. Three children in family, age 4, 2, and 1. Income $35 per week.

No. 31: Family have always been independent of aid. Mr. U. earns $20 a week. Mrs. U. in bed with rheumatic heart. Rent consists of four rooms. Landlord wishes flat for a relative.

No. 32: Family evicted because house is being torn down. Moved to one room. Mother pregnant. Cannot return to present quarters after confinement because landlady cannot tolerate children. Patient to be delivered now. May have to move in with relatives on return from hospital in a home which is now very much overcrowded. Income $18 per week.

No. 33: A four-room apartment rented to two adults for $22 per month has provided a home for six people continuously, according to the landlord. Tenants claim they have had to take in friends who were unable to find housing facilities. Landlord is threatening to evict tenants.

No. 34: Family evicted a week ago—given 3 days' notice. Reason given that the building was to be torn down. Building has not been torn down, but is being repaired. Three children in this family; one in tuberculosis sanatorium. Income about $18 per week. Will go to live with another family unless they can find a rent—three other families already living with the family who will take them in. Rent had been increased from $18 to $25. Family unable to pay $25.

No. 35: Three very small dark rooms. Rent $17 per month; raising it to $25. One child 3 years old. Income $18 per week. Family would try to pay additional rent but were informed landlord had found a family who would pay even more, so were asked to vacate.

No. 36: Tenement infested with lice and cockroaches; very low water pressure. Family reported condition to board of health after talking to landlord. Were given notice to move. Income $25. Employed at Colt's.

No. 37: Family evicted because of three children. Unable to find a rent. Moved to Massachusetts. Landlady told them they would be unable to get a rent in Hartford with three children. Income $34.

No. 38: Family evicted because of size of family—five children. Now living in two rooms. Landlord has increased rent from $8 to $9 and is threatening to raise it to $12. Is anxious for family to move because of so many children. Income $20 to $25.

No. 39: Family evicted by landlord because he wanted house for himself. Four children, rent, $42; income, $40. Court order received for their eviction. Family have found rent for the present, but do not know how long they will be able to stay. Rent $35.

No. 40: Landlord has been threatening to put family out all winter. Does not like children. Mrs. D. said this week she expected eviction. Has been looking for rent, but has been unable to find anything she can afford. Rent $34. Man employed at Colt's.

No. 41: Man had an argument with landlord about need of heat and was told to leave, given 1 week's notice. Family have not been able to find rooms yet, because of their children. Income, $23; rent, $8 per week.

No. 42: Landlord wished to change 6-family tenement into 12- and is raising rent $5 a month and says if you don't move within 3 months, I'll put you out. One family moved after first raise in rent; the other unable to find a rent. Number of children, 2; income, $25; rent, $40.

No. 43: Three families living in one apartment house. Rent has been increased from $25 to $30, and another increase has been threatened. Two families have 11 children, the third has 5 children. All incomes under $30. Landlord says he will raise rents until the families leave; he wants small families like newlyweds.

No. 44: Rent raised from $17 in 1935 to $28 and landlady states it is to be raised to $33. She knows that the family cannot pay $33, but wants them to move because of their two children. Family income, $25. This family are so desperately anxious to find another rent that when they heard of another family who might possibly move out, they made a deposit with the landlord so they would be considered.

No. 45: Rent raised from $25 to $35. Family have to move as they cannot afford to pay the increase. Income $27 a week. They are supposed to have moved out April 1, but so far have been unable to find a place to go. They have five children.

No. 46: Rent increased to $8 a week for two rooms, unfurnished, no bathtub on floor. Three adults in two rooms. A child is expected, and they have to move out. They are unable to find a rent. Moved into trailer. Income, $23 per week.

No. 47: Three families in one apartment house: (1) Rent raised from $12 to $19 in 6 months; income $20 to $25 a week; seven children. (2) Five children; same increase in rent; income, $25 a week. (3) Income irregular; four children; same increase in rent. All are being evicted as landlord is doing over the entire apartment for adults only.

No. 48: Family have received court order for eviction. Second notice received yesterday. They have no place to go. Mother ill. Five children in home, which consists of three rooms. Rent raised from $15 to $18 as landlord does not want the family to stay because they have too many children. They have appealed to the mayor, to the chamber of commerce and to a lawyer. Evicted. Family of seven moved into two rooms. Evicted again because of size of family.

No. 49: Family have applied to the Federal Housing Authority for rent and were put on the waiting list. Received eviction notice because of too many children. Rent raised from $20 to $23. Landlady nagging family all the time to move, but they are unable to find a rent. Family have lived in their present quarters since their first child was born 6 years ago. There are now five children. They have paid their rent every month.

No. 50: Family living in one housekeeping room. Two children, 4 years and 2½ months each. Rent was $6; has now been raised to $10. Father has worked for 4 years on Work Projects Administration. Family came here from New Hampshire 2 months ago. House recently taken over by new landlord who wants no children and family have been given 1 week's notice to get out.

No. 51: Family living in two furnished rooms. Mother just delivered of new baby. Landlady has raised rent because of new baby from $6 to $7 per week. Employed at Colt's.

No. 52: Family have to move because the Fenn Manufacturing Co. has bought the lot on which the house is situated, expecting to expand their factory because of defense orders. Company is trying to find rent for family, but so far have been unable to do so. Company willing to pay 3 months' rent because of inconveniencing family. Income, $25, Rent paid, $22.

No. 53: Family living with paternal grandparents. Eleven individuals in combined families living in eight rooms. Home too crowded and grandmother unable to stand commotion the children make, so must find quarters for themselves Unable to locate a rent. Income, $35.

No. 54: Rent raised $25 to $27. Man offered janitor's job at home, but unable to take it along with present job. Family have received court order to move but are unable to find any place to go. Landlord wants apartment for man who will act as janitor and who had no children. Income, $26. Moved to Windsor.

No. 55: Family in same building as No. 54 ordered out by June 1. No court order as yet. Rent raised $29 to $35. Family have lived in this apartment for years. Income $26 to $30. Two children, ages 11 and 8.

No. 56. Rent raised $30 to $36. Four in family, two adults and children ages 3 and 1. Told to get out even though able to pay increase (with difficulty) because of children. Income, $19 to $22 per week.

No. 57: Family of eight ordered to move because landlady wants rent for her daughter. Rent raised $25 to $35. Income, $39. Unable to find rent with six children.

No. 58: Rent raised from $10 to $12 a week for two unfurnished rooms. Landlady wants to furnish rooms and charge more. Family have their own furniture. Cannot afford more rent. Unable to find another place to which to move.

No. 59: Rent raised from $12 to $16 a week for two furnished rooms, unheated. Last year rent for same two rooms was $7. Family asked to move as owner feels he can get $16 a week from someone else. Income, $26.

No. 60: Family ordered to move. Rent, $22. One child. Family went to see landlord's lawyer to try to straighten out rent. Allowed to remain but only temporarily. Unable to find out why they were asked to move. Income, $20.

No. 61: Number in family—five children with mother and father. They have four rooms, rent, $30 a month. It has been raised from $26 a month. They were told to leave in February because there were too many children. They have not left this rent yet but have been told they must get out before the 1st of May. This family is self-supporting, the husband earning $30 a week.

No. 62: (Reported by Children's Village) one child has been with her great-grandmother since the separation of parents 3 years ago. Mother up until August 1940 lived with her parents and their five children all unmarried and some young enough to be in school. They lived in a six-room rent but were evicted the last of August 1940 on account of the size of the family. Their rent was paid up to date. The new rent that the grandparents could find was a five-room flat at $35 a month. This landlord would not accept more than the grandparents and refused to give them the rent if the grandchildren were included, so the children at that time were taken into the Children's Village. Mother makes a low wage, about $14 a week, and could not afford a home of her own without supplementary aid.

No. 63: (Reported by the Hartford Board of Education, visiting teacher department.) The family consists of parents and five children ranging in age from 2 to 16 years. Father earns $28 a week. The family receive no supplementary aid from any social agency. Family have lived at this address since September 1939 and have paid their rent regularly every month until April 1941. They have not paid their rent this month because on May 31, 1941, they received an eviction notice from their landlord ordering them to move on April 7, 1941. They were unable to find a rent by that time. On April 8, 1941, another eviction notice was given the family and it was followed by a court order. The family have been paying $25 a month for this apartment which consists of five rooms. They have asked the Housing Authority for an apartment of five or five and one-half rooms.

Mother appeared before the judge of the city court on April 15, 1941. At that time landlord told the judge he didn't know why he was evicting the family. He had absolutely no complaints to make. However, father had questioned him before about reasons for the eviction notices and was told that the old couple who live in the apartment below complained because the children make noise during the day. This statement referred to the two babies, ages 2 and 4, who are at home all day. They are always in bed by 6 o'clock. The judge ordered the family to move by April 28.

[In addition to the above 63 families the Hartford Department of Public Welfare reported on April 15, 1941, that in their case load 10 evictions were pending, and 8 families who had gone through evictions were living under unsatisfactory arrangements at that time.]

## TESTIMONY OF MILTON H. GLOVER—Resumed

Mr. Arnold. Would you go into a little more detail concerning the historical development of the public welfare agencies here in Hartford?

Mr. Glover. I am sorry to say I am not familiar with the public agencies. My entire interest has been with the private agencies.

Mr. Arnold. Could you enlarge on the problem of the social agencies?

Mr. Glover. In the private group, prior to the middle twenties, each operated independently, and at that time there were a number of agencies which came together to form what is now known as the community chest. Those agencies, as you know, get their support through the chest. As pointed out in this report, these private agencies stand high: Hartford stands high in per capita care through private contributions, ranking first among the 28 cities.

Mr. Arnold. During the depression Federal welfare work somewhat reduced the importance of private welfare agencies. But today, with the defense program on, many new problems are arising which will have to be handled by private agencies. In other words, the private welfare agency seems destined to regain its former importance during the period that is ahead. Don't you think that is true, Mr. Glover?

### TEMPORARY CARE

Mr. Glover. I think it is true. Our private agencies here are engaged in temporary care. We don't attempt to provide any permanent care in that group. We try to act as "shock troops," as it were, to handle emergencies when they arise.

Mr. Arnold. Table 6 of your paper shows the decline of Federal funds and the increase of private expenditures for total welfare services since 1938. It is interesting to note the increase in shelter and travelers' aid services in recent months. These indicate clearly the destitute character of some of our present defense migrants, do they not?

Mr. Glover. I believe so.

Mr. Arnold. Would you care to comment in more detail on these aspects of the committee's problem?

Mr. Glover. I believe it is estimated that about 10,000 additional residents are in Hartford in the chest area, as a result of the defense program, and I suppose a great many of those people have come here seeking jobs, and they naturally pass through our agencies when they are in that position.

### MANY CASES OF EVICTION

Mr. Arnold. How has the defense program affected your local clients, specifically their housing situation?

Mr. Glover. Well, the council began to study the whole defense impact last fall, and the first thing that was studied by the private agencies was the housing problem. I believe that some 15 or 20 percent of the cases reported to the case-work council last fall consisted of housing problems. In May there were 75 specific housing cases listed with our agencies. Many of those were eviction cases, the direct result of children being in the family.

Mr. Arnold. Seventy-five cases?

Mr. Glover. Yes.

Mr. Arnold. Among families being cared for by the social agencies, which were under eviction orders; is that right?

Mr. Glover. That is right; yes, sir.

### NEED FOR FAMILY HOMES

The first thing that the council did was set up a rooms registry. I believe the problem has shifted in the meantime to the need for family homes rather than single rooms.

Mr. Arnold. Would you be able to prepare for the committee's records concise summaries of these 75 cases, without identifying, of course, the people by name?

Mr. Glover. I believe that could be done by the agencies from whom we got the records.

Mr. Arnold. The committee would be very much interested in having those concise summaries if it is possible to get them, Mr. Glover. You know that this committee is deeply concerned with the problem of nonsettled persons. The present defense migration will leave millions without settlement after the defense program is over, and we shall face once again the problem of needy people who haven't any work nor any legal residence status.

Do you have any further thought on this problem which you care to leave with the committee?

### DANGER OF UNEMPLOYMENT AHEAD

Mr. Glover. Well, as far as the private social problem is concerned, we are probably thinking much more in terms of what is going to happen to us than what has happened. We realize that most of these 10,000 people who have come into Hartford will be out of a job if the old notion that "the last one in is the first one out" holds good. We are wondering what our problem is going to be, for obviously it will be one to be taken care of by social agencies, both public and private. We haven't been able to make any detailed or general plans as to what we expect to meet, but we just feel it is there.

Mr. Arnold. You are too busy taking care of the present situation?

Mr. Glover. Insofar as we pointed out in our report, we haven't found any solution yet. We have established a day nursery where children are placed while their mothers are employed.

Mr. Arnold. I believe that is all, Mr. Chairman.

The Chairman. Thank you very much for your very enlightening statement. We will have it inserted in the record in full.

Mr. Arnold. And you will supply the committee with the data that I have requested?

Mr. Glover. Yes.

(The summaries of cases of eviction of families under care of private social agencies in Hartford was received subsequent to the hearing. This paper has been entered in the record and appears in this volume as Exhibit A, p. 5131.)

The Chairman. Mrs. Despard is our next witness.

## TESTIMONY OF MRS. IVY DESPARD, WATERS' TRAILER CAMP, SOUTH WINDSOR, CONN.

The Chairman. Mrs. Despard, will you please give the committee your full name?

Mrs. Despard. Ivy Despard.

The Chairman. And how old are you, Mrs. Despard?

Mrs. Despard. Twenty-six.

The Chairman. You are married?

Mrs. Despard. Yes.

The Chairman. How long have you been married?

Mrs. Despard. Nine years.

The Chairman. And are your parents living?

Mrs. Despard. Yes.

The Chairman. What is your father's occupation?

Mrs. DESPARD. He works for the metropolitan water bureau.

The CHAIRMAN. Where?

Mrs. DESPARD. Farmington, West Hartford.

The CHAIRMAN. And you have two children, haven't you?

Mrs. DESPARD. Yes.

The CHAIRMAN. What are their names?

Mrs. DESPARD. Joyce is going to be 8 in September and Jacqueline will be 3 in October.

The CHAIRMAN. Now, you have always lived in and about Hartford, haven't you?

Mrs. DESPARD. Yes.

The CHAIRMAN. And what is your husband doing?

Mrs. DESPARD. Works at the Royal Typewriter.

The CHAIRMAN. How much money does he receive a month?

Mrs. DESPARD. Well, he makes 81 cents an hour. He makes $32 a week straight time.

The CHAIRMAN. What did you pay for the first house you lived in since your marriage?

Mrs. DESPARD. Paid $28 a month.

The CHAIRMAN. How many rooms?

Mrs. DESPARD. Four.

The CHAIRMAN. How long ago was that?

Mrs. DESPARD. Well, we went to housekeeping 2 years after we were married.

The CHAIRMAN. And how long did you live in that house?

Mrs. DESPARD. Lived 3 years.

The CHAIRMAN. And you paid $28 a month?

Mrs. DESPARD. And then Mr. Rome raised the rent to $30, but we still continued to stay there.

The CHAIRMAN. And then where did you live?

Mrs. DESPARD. Then for a while my husband was on short time and we went and stayed with my mother for a while, and then we went to Standish Street.

The CHAIRMAN. And what kind of a house did you live in there?

Mrs. DESPARD. Five rooms.

The CHAIRMAN. What did you pay for that?

Mrs. DESPARD. Thirty-three dollars a month.

The CHAIRMAN. And what year was that?

Mrs. DESPARD. About 1940.

The CHAIRMAN. And did you have any difficulty getting a house at that time?

Mrs. DESPARD. Well, there was some rents but this one here, she told us we could have it for $33. She was asking $35 but she said $33 would carry the house.

The CHAIRMAN. Then when did you move from that house?

Mrs. DESPARD. We moved from there in September. We are living now in a trailer.

The CHAIRMAN. Why did you leave the house on Standish Street? Did your landlord raise the rent?

Mrs. DESPARD. Yes. We were there about 9 months. When we first went in I told her I had the two children, and then when we were there about 9 months she started complaining a little bit about the children. You see my oldest girl was in school. She started to complain about the children and then afterward the man across the street—he had the same kind of a place and everything, the same kind of a house on the outside and everything—he raised his rent to $45 and she started telling me her rent was worth $45 because she could get $45. She started telling my husband the rent would be $45 and we couldn't pay it because at that time my husband was only making $32. He hadn't gotten his raise.

The Chairman. What were you making at the time?

Mrs. Despard. $28 a week.

The Chairman. Did she say why she wanted to raise the rent?

Mrs. Despard. She said due to the fact that everybody started to raise the rents she figured she could get it and she started complaining about the children. I kept the children in the kitchen all the time. We put locks on all the doors because she had scraped the floors and when we moved in they didn't touch the apartment at all. We moved in when the other people moved out.

The Chairman. Did you have any conversation with her in reference to your making out rent receipts or her making out rent receipts?

Mrs. Despard. Yes. When we told her we couldn't pay her the $45, she asked if I would allow her to give me a rent receipt for $45, because when the other people came in, two families living together, the mother and daughter and son-in-law, and both families living there together, she wanted to make out a $45 receipt so she could tell them we were paying $45 with the garage, and I told her I didn't think that was fair and she got sort of mean and I went to stay with mother.

The Chairman. In other words she gave you notice to leave the house?

Mrs. Despard. Either pay the $45 or leave so she could rent it to the other people.

The Chairman. And then when you paid the last month's rent, she wanted to make out a receipt for $45 so she could show other people you had paid $45; is that right?

Mrs. Despard. Yes, sir.

The Chairman. And you refused to do that?

Mrs. Despard. I didn't think it was quite fair for the other people because I knew several that would have liked to have taken the house if she hadn't raised it so high.

The Chairman. What did you do then about obtaining a house?

Mrs. Despard. Then we went around and looked for a house and we went everywhere but couldn't find one.

The Chairman. Where did you live in the meantime?

Mrs. Despard. Well, we told her that we couldn't be out of there for a month and to give us at least a month to find a rent, so I started my little girl to school and we went out looking for rents and we couldn't find one and we went and borrowed the down payment on a trailer.

The Chairman. Is that where you are living now?

Mrs. Despard. Yes, sir.

The Chairman. How much did you pay for the trailer?

Mrs. Despard. Our trailer cost $950.

The Chairman. And how much did you pay down?

Mrs. Despard. Two hundred dollars.

The Chairman. Did you have to borrow the money?

Mrs. DESPARD. We had a side note we had to make in order to get the down payment because you have to put a third down on them.

The CHAIRMAN. Did you have to borrow the $200?

Mrs. DESPARD. Yes; we borrowed the money.

The CHAIRMAN. And how much a month do you pay?

Mrs. DESPARD. We are paying $44 a month.

The CHAIRMAN. On the trailer?

Mrs. DESPARD. Our notes are $30. There is a balloon note at the end that we have to meet and then there is $10 a month for parking it and then we have our furniture in storage. We have five rooms in storage.

The CHAIRMAN. But the down payment on the trailer and the rent where the trailer is parked cost you $44 a month?

Mrs. DESPARD. Yes.

The CHAIRMAN. And your husband's monthly salary is how much?

Mrs. DESPARD. He makes $32 a week and then he went out and took a side job so he could try to get some money saved and buy a house, but we can't seem to gain anything. In fact we have a buyer now for the trailer but we can't get a rent to go into if we sell the trailer.

The CHAIRMAN. How much ground space do you have with the trailer?

Mrs. DESPARD. I think Mr. Waters allows us—I know the lots are larger than those at the Pratt & Whitney Aircraft Corporation.

The CHAIRMAN. Are you comfortable in the trailer?

Mrs. DESPARD. Well, we are quite crowded. My mother had to break up housekeeping and she came and stayed with us. Her house was sold.

The CHAIRMAN. Your mother came to stay with you?

Mrs. DESPARD. Yes; and my brother had to stay with us too.

The CHAIRMAN. How old is he?

Mrs. DESPARD. Fifteen.

The CHAIRMAN. Does your husband work nights or days?

Mrs. DESPARD. Days.

The CHAIRMAN. Well, you are pretty crowded in there?

Mrs. DESPARD. Yes; we are.

The CHAIRMAN. How large is the trailer?

Mrs. DESPARD. Our trailer is 24 feet.

The CHAIRMAN. You do your cooking in it?

Mrs. DESPARD. Yes.

The CHAIRMAN. And you do your washing on the outside?

Mrs. DESPARD. In the washroom—we have a washroom there.

The CHAIRMAN. You said something about furniture being stored. You have your furniture stored?

Mrs. DESPARD. Yes.

The CHAIRMAN. What does the storage on the furniture cost you?

Mrs. DESPARD. Five dollars.

The CHAIRMAN. And what does that furniture consist of?

Mrs. DESPARD. We have five complete rooms of furniture.

The CHAIRMAN. And you pay $5 a month storage on the furniture?

Mrs. DESPARD. Yes.

The CHAIRMAN. You have spent considerable time looking for a house?

Mrs. DESPARD. We went to the Housing Authority and tried to get one of the rents down there and she told us we had lost our residence in Hartford and she wouldn't even talk to us about getting one. I asked her about getting a house on Flatbush Avenue and she told us, No, that my husband wasn't considered a defense worker; although they are doing some defense work over there at the Royal Typewriter, she wouldn't listen to us on that.

The CHAIRMAN. You lost your residence where?

Mrs. DESPARD. In Hartford. We voted in Hartford and everything. They came to the camp and brought us over to Hartford to vote and our taxes were payable in Hartford.

The CHAIRMAN. What were you paying taxes on?

Mrs. DESPARD. Personal taxes.

The CHAIRMAN. Furniture?

Mrs. DESPARD. Yes.

The CHAIRMAN. But still you were not eligible to have one of those houses because you were told you had lost your residence in Hartford?

Mrs. DESPARD. Well, she claimed my mother lost her residence too, but my father never lived out of the city of Hartford. He stayed in Hartford and paid board and room there and my mother just stayed with me. Her health broke down and the doctor told her she couldn't stay in the trailer.

My father would get up in the morning, every morning he ran an ad in the Hartford Times and he would get up every morning and go down to the Hartford Times and wait for the Times to come on the street and he would go looking for different houses and he found one a month ago. He has four rooms.

The CHAIRMAN. Do they call apartments here rents?

Mrs. DESPARD. Yes, sir.

The CHAIRMAN. I still don't quite understand why the Housing Authority woman told you that you had lost your residence. How did she make that out?

Mrs. DESPARD. Well, she claimed that due to the fact that my husband lived over there we had lost our residence.

The CHAIRMAN. But you lived around here all your life?

Mrs. DESPARD. Yes, I was born in Manchester, Conn.

The CHAIRMAN. And your father lives here?

Mrs. DESPARD. He has worked 18 years for the Metropolitan Water Bureau.

The CHAIRMAN. Mr. Sparkman.

Mr. SPARKMAN. I don't know that I am straight on this. Will you please tell me where you are living now?

Mrs. DESPARD. South Windsor.

Mr. SPARKMAN. Where is South Windsor with reference to Hartford?

Mrs. DESPARD. You go through East Hartford and it is 3 miles from the city hall.

Mr. SPARKMAN. Is that a different town that you are in?

Mrs. DESPARD. Yes; South Windsor is a different town.

Mr. SPARKMAN. But it is of course, in the State of Connecticut?

Mrs. DESPARD. Yes, sir.

Mr. SPARKMAN. And the person you went to see about a house was an employee of the town of Windsor, is that right?

Mrs. DESPARD. No; Hartford.

Mr. **Sparkman**. And she claimed that you had lost your residence in Hartford?

Mrs. **Despard**. Yes.

Mr. **Sparkman**. So apparently you have local settlement laws here in addition to State settlement laws?

Mrs. **Despard**. That is what she claimed, although South Windsor claims if my husband was unemployed or anything, that Hartford would still be responsible, due to the fact that we have lived here all our lives.

Mr. **Sparkman**. Your husband is working for what company?

Mrs. **Despard**. Royal Typewriter Co.

Mr. **Sparkman**. And you say they are doing some defense work?

Mrs. **Despard**. Yes; they are. They have the American flag in some departments already. That is when they go on defense work.

Mr. **Sparkman**. Is he engaged in that work?

Mrs. **Despard**. He is working in the Royal Typewriter now and they are starting to change the factory over to defense work.

Mr. **Sparkman**. But they think you would not be eligible for one of the defense houses?

Mrs. **Despard**. That is what she claimed.

Mr. **Sparkman**. Have you talked with any of the officials of the State department of welfare or whatever agency you might happen to have?

Mrs. **Despard**. No, I haven't.

Mr. **Sparkman**. Only with this woman?

Mrs. **Despard**. She seemed to be the only woman we could get to see. She had all the authority over it and she told my mother she couldn't make application and my mother found out that due to the fact that my father never moved out of the city he could, and she had my father file application. My mother's family was broke up into three parts. I had my mother and brother and then my mother couldn't stay there and she went to live on my sister and the three of them were living in different places and my father was living in Hartford and then my sister's landlord started to kick. He didn't want the two families staying there and my mother made application and they never came to see her and my mother now is paying $35 a month and she has to heat it and furnish the lights and gas and my father only makes $26 a week.

Mr. **Sparkman**. Let me ask you about this rent increase that you detailed earlier in your testimony. Is that more or less general, do you think?

Mrs. **Despard**. Well, that is what she is getting now for the rent.

Mr. **Sparkman**. I am not speaking of this particular landlady; but is that condition more or less general throughout the city?

Mrs. **Despard**. It is all over, no matter where we go the rents are increased and where my husband works different ones tell him how the rents are increased.

Mr. **Sparkman**. You were virtually run out of a house into a trailer by the increase in rents?

Mrs. **Despard**. Yes.

Mr. **Sparkman**. And the housing program engaged in by local agencies or by Federal aid has not served to give you a place to live?

Mrs. **Despard**. That is right.

Mr. SPARKMAN. Are you able to save anything on your present earnings?

Mrs. DESPARD. Well, just a few dollars because we are still paying on the loan that we borrowed for the down payment. It isn't a year yet. It runs a year. It is $17 a month on that.

Mr. SPARKMAN. On your down payment?

Mrs. DESPARD. Yes.

Mr. SPARKMAN. And then how much on the main debt for your trailer?

Mrs. DESPARD. $30 and $10 for parking, and $5 for furniture storage.

Mr. SPARKMAN. That is $62 a month that you pay out before you have anything to live on?

Mrs. DESPARD. And I have insurance on the children and everything. I have to carry that.

Mr. SPARKMAN. And your husband makes how much?

Mrs. DESPARD. $32 a week.

Mr. SPARKMAN. It keeps you pretty well on your toes to keep things going, doesn't it?

Mrs. DESPARD. Yes.

Mr. SPARKMAN. That is all, Mr. Chairman.

The CHAIRMAN. What the Housing Authority lady mentioned to you was really the State settlement laws; it was the township settlement laws, and she claimed you lost your residence by moving from one town to the other?

Mrs. DESPARD. She claimed because we moved to South Windsor we lost our residence, and I asked her if I moved back to Hartford would I be able to get it and she said no, that I would have to stay there a year.

The CHAIRMAN. That is all. We thank you very much. Our next witness is Mr. Light.

## TESTIMONY OF N. SEARLE LIGHT, DIRECTOR, BUREAU OF SUPERVISION, STATE DEPARTMENT OF EDUCATION, HARTFORD, CONN.

The CHAIRMAN. Mr. Light, Mr. Sparkman will interrogate you.

Mr. SPARKMAN. Mr. Light, will you state your name and address and the official capacity in which you appear before us?

Mr. LIGHT. N. Searle Light, director, Bureau of Supervision, State Department of Education.

Mr. SPARKMAN. Mr. Light, I have read your statement with much interest. I wouldn't say that I have digested all these tables that you have in your statement, but I have looked them over and the whole thing will be made a part of our record.

## STATEMENT BY N. SEARLE LIGHT, DIRECTOR, BUREAU OF SUPERVISION, CONNECTICUT STATE DEPARTMENT OF EDUCATION

### SCHOOLHOUSING AND THE DEFENSE PROGRAM

To date there has been little increase in school enrollment attributable to the defense program. This is apparently because incoming workers have not tended to bring in their families, possibly because of housing shortages or reluctance to change schools in the middle of the year or change homes on a temporary basis. There has been some indication that recent migrants have largely been families with children below school age. Probably full impact of the defense program on schoolhousing will not begin to be felt until the 1942–43 term.

Employment pick-up in industrial centers will undoubtedly be felt strongly in the suburban and rural areas surrounding those centers. Workers are commuting and former residents seem to be moving outward.

In general the following effects on schoolhousing are indicated:

### CITIES—ELEMENTARY SCHOOLS

Little immediate crowding because past decline in elementary-grade enrollments has left free space in existing schools. Utilization of this space may involve considerable transportation of pupils and redistricting, however.

### CITIES—HIGH SCHOOLS

Existing overcrowded conditions arising from past increases in high-school enrollments will become more serious and in some cases even critical. This despite expected increase in high-school drop-outs due to increased employment opportunities.

### SUBURBAN AND RURAL— ELEMENTARY SCHOOLS

Although generally not now crowded, there is little reserve capacity to take care of comparatively large increases in enrollments to be expected.

### SUBURBAN AND RURAL—HIGH SCHOOLS

High schools are already seriously overcrowded and lacking in essential educational facilities. Expected enrollment increases are serious whether pupils attend local high schools or nearby city high schools as tuition pupils.

Indications are that the Lanham Act will provide relief in the form of additional school facilities and reimbursement for increased operating expenses and transportation only in those towns actually having Federal housing within their borders. Rural and suburban towns having no Federal housing apparently will receive no Federal assistance on the theory that private or Federal Housing Administration housing goes on the tax lists and should be self-supporting. Allowance is not made, however, for the fact that much of the private housing is of low tax value and that there will be a considerable lag between the completion of the houses and the appearance of new school children, on one hand, and the appearance of new properties on tax rolls providing borrowing capacity so that additional school facilities may be built.

### BRIDGEPORT AREA

*Bridgeport.*—Elementary schools: Reserve capacity (2,700) sufficient for expected increase provided recourse is made to transportation.

High schools: Already overcrowded. Elimination of present tuition pupils (400) would relieve need for additional facilities.

One thousand two hundred and fifty Federal housing units projected. Federal aid for schools anticipated by the local authorities.

*Stratford.*—Elementary schools: Reserve capacity (75) insufficient for expected increase unless seventh and eighth grades are removed and housed in new building.

High school: Filled to capacity. Cannot accommodate present seventh and eighth grades on a 6-year program. Expected increase will cause overcrowding even with new junior high school.

Four hundred Federal housing units projected to date in addition to considerable private building. Relatively little Federal aid expected because of large proportion of private housing.

*Fairfield.*—Elementary schools: Reserve capacity (1,300) sufficient for expected increase provided considerable transportation is undertaken. This will increase use of undesirable buildings, otherwise soon to be eliminated.

High school: Already overcrowded. Additional facilities badly needed.

Four hundred Federal housing units projected. Relatively little Federal aid expected largely because of private construction.

*Easton, Monroe, Trumbull.*—Elementary schools: No reserve capacity for expected increased enrollment.

High schools: None. Pupils go to Bridgeport. Withdrawal to a new regional high school has been recommended.

Little or no Federal aid is expected because no Federal housing is projected for these towns.

*Milford.*—Elementary schools: No data on hand except some children now on part-time basis and more will be in the fall. Increase is expected in areas near Stratford. No reserve capacity.

High school: No reserve capacity. Already overcrowded.

No Federal housing is expected and, therefore, no Federal aid.

*Shelton.*—Conditions not known.

### NEW LONDON AREA

*New London.*—Elementary schools: Reserve capacity (300) is probably sufficient for limited increase now expected.

High schools: All private. Sufficient reserve capacity is reported. No Federal housing or Federal aid anticipated.

*Groton.*—Elementary schools: No reserve capacity for the proportionately very large increase (450) expected.

High school: No reserve capacity for the lesser increase expected. Seven hundred Federal housing units projected. Federal aid is anticipated.

*Ledyard.*—Elementary schools: No reserve capacity for expected moderate increase.

High school: No high schools. Pupils are sent to New London, Norwich, and Groton.

No Federal housing; therefore, no Federal aid is expected.

*Montville, Waterford.*—No information.

*Glastonbury.*—High school: No reserve capacity to accommodate expected increase.

No Federal housing and, therefore, no Federal aid.

*Avon, Berlin, Bloomfield, Farmington, New Britain, Newington, Plainville, Rocky Hill, South Windsor, West Hartford, Wethersfield, Windsor, Windsor Locks.*—No data.

### WATERBURY AREA

*Waterbury.*—Elementary schools: Reserve capacity probably adequate with transportation.

High schools: Overcrowded. No accommodations for expected increase.

Four hundred (?) Federal housing units projected.

*Wolcott.*—Elementary schools: No reserve capacity. No space for increases now being felt or for expected increases (especially toward Bristol side).

High school: No high school. Pupils go to Waterbury and Bristol.

No Federal housing. Much low-cost private housing. No Federal aid.

*Prospect.*—Elementary schools: No reserve capacity. No accommodations for increases now felt and expected.

High school: No high schools. Pupils go to Waterbury and Cheshire.

No Federal housing or aid expected.

*Middlebury, Naugatuck, Watertown.*—No data.

### HARTFORD AREA

*Hartford.*—Elementary schools: Reserve capacity (4,500) sufficient for expected increase with recourse to transportation and possibly redistricting for attendance.

Junior high schools: Reserve capacity (900) sufficient as above.

High schools: Reserve capacity (800) sufficient as above.

One thousand Federal housing units. Federal aid probably available but not needed.

*East Hartford.*—Elementary schools: Reserve capacity sufficient for expected increase only if junior high school grades rehoused.

Junior high schools: Space in present elementary school buildings insufficient for expected increase.

High school: Some overloading expected, even though new provisions made for ninth grade now housed in high-school building.

Five hundred Federal housing units projected. Probably more to follow. Much private construction under way and expected. Probably some Federal aid.

*Manchester.*—Elementary schools: Reserve capacity (600) probably sufficient for expected increase if transportation is undertaken.

High schools: No reserve capacity. Additional facilities necessary for expected increase.

No Federal housing now planned. Much private housing. Probably no Federal aid.

*Glastonbury.*—Elementary schools: Reserve capacity (275) probably adequate for next year and with much transportation. Ultimate shortage expected.

## Comments of Superintendents of Schools

### BRIDGEPORT AREA

*Easton.*—In Easton there is a slight increase in school population and in total population of the town, which probably is due to the same cause. There are, however, no large developments underway, and there are no available houses for rent in the town. The growth in that town will be slower than in the other towns, unless some contractor decides to open a new development.

*Monroe.*—The population in Monroe is receiving its increase from people that have school children, and in the case of Monroe, the families entering the town appear to have somewhat larger families than may be true in Trumbull. The in-migration of workers into Monroe and Trumbull is very definitely affecting the school enrollments in those two towns. In Monroe, we have over 300 children in an eight-teacher school. This is the only school building in the town, and some arrangement must be made in the very near future to provide for a further increase in school population, which may be either through an elementary school building, or by relieving the school by taking its seventh and eighth grades to a regional high school.

*Trumbull.*—In the town of Trumbull, on several new developments, a considerable number of new houses have been built, and are being built. I would say that their occupation was by young married couples with young children to a considerable extent, and in some instances, of young married couples with no children.

In Trumbull next year we will have every one of 24 classrooms occupied, and for the most part, they will be occupied by classrooms of pupils of 35 or more in number. The town of Trumbull must do something very soon to care for its increasing population. There is no question that war industries in Bridgeport are affecting very definitely the enrollment in these two towns.

*Milford.*—Our school population has been increasing. Many young married couples with young children have moved to Milford and our schools have already felt the increase. We expect more families of the same type will come to our town during the summer. Two grade rooms have been on part-time since Easter and next fall more rooms will follow.

### HARTFORD AREA

*New Britain.*—There has been a general increase in the population of New Britain since the 1940 census, because of increased employment.

The chamber of commerce reports that most of this influx has been of unmarried men, and employers indicate they expect about 50 percent married and 50 percent unmarried, and about 39 percent from outside of this area.

School enrollment figures do not yet indicate any increase of children into the schools as a result of the in-migration, but the immediate opening of 840 units of Federal housing may present problems in school housing in the fall of 1941.

### EAST HARTFORD AREA

*East Windsor and South Windsor.*—The population increase in South Windsor has been made up mostly of families with children of school age. There is some likelihood that the enrollment of the South Windsor schools will continue to increase, especially if defense work continues.

We do not anticipate an increase so large that present school facilities will be inadequate. If we do require additional room the high school will be the first building where such room will have to be provided. All we can do for the present, I feel, is to watch in-migration activity during the summer most carefully.

*East Hartford.*—As far as Pratt & Whitney aircraft employees are concerned, they are mostly single men. Next in number are young married employees without children or with very young children.

As a measure of what has happened during the past year in that respect, at the present our elementary enrollment shows not more than 15 pupils than last year at the same time. Our junior high school enrollment is down about 8 pupils and our senior high school down about 70 pupils. The explanation is as above. This is checked by the fact that recently driving around the town and counting the new houses erected within the last year, most of which are occupied by young people, very few families with children were noted.

The in-migration of workers will be regulated by the number of houses that are available as all present houses are filled.

We expect very little change between now and October 1 so that the problem will not reach anything like a serious phase for the next year or two.

We have ample school facilities to take care of the governmental developments planned during the coming school year. After that it is probable that we shall have to have additional schools.

*Manchester.*—During the past 2 years there has been built in Manchester a large number of the smaller type of houses, but the increase in the number of houses does not seem to have affected materially the enrollment in our schools. We have no specific information concerning the number of children who may be potential school members within a year or two but casual observation leads us to believe that there are a considerable number of preschool children in the new areas. It is reasonable, therefore, to expect that we might have a slight increase in lower grade enrollments within the next 2 or 3 years.

### NEW LONDON AREA

*Groton.*—Estimates of gains in school enrollment if defense housing projects are completed include 338 elementary (grades 1 to 6), 112 elementary (grades 7 to 8), 45 high school.

*Ledyard.*—We feel that the increase in Ledyard is largely due to the defense work at the submarine base and the Electric Boat nearby in Groton.

### WATERBURY

*Middlebury, Prospect, and Wolcott.*—As I have observed the recent influx of population in the towns of Middlebury, Prospect, and Wolcott, I am led to conclude that for the most part they are permanent family residents, moving out of Waterbury and building their own homes. I expect that the in-migration will continue in these towns next year.

*Windsor Locks.*—The establishment of the Army air base will, unquestionably, increase next year's enrollment. For that reason, the estimate for October 1941 may be too low.

*Estimated gain or loss in school enrollment in 2-year period September 1939 to September 1941 (estimated), in terms of standard classrooms (30 pupils per classroom)*

| | Elementary | | Seventh and eighth, or junior high school | | Senior high school | |
|---|---|---|---|---|---|---|
| | Gain | Loss | Gain | Loss | Gain | Loss |
| Bridgeport area: | | | | | | |
| Easton | 1.3 | | | | | |
| Fairfield | | −3.0 | 0.8 | | | −0.9 |
| Monroe | 1.3 | | .6 | | [1] 1.0 | |
| Trumbull | 1.5 | | .7 | | [1] 3.0 | |
| Bridgeport | | −11.2 | | −9.0 | | −8.4 |
| Milford | 5.5 | | .8 | | | −2.6 |
| Stratford [2] | | | | | | |
| Hartford area: | | | | | | |
| Avon | .5 | | | | [3] | |
| Berlin | | −.6 | .4 | | | −.6 |
| Bloomfield | | −1.0 | .5 | | | −.6 |
| Farmington | | | | | | |
| Newington | 1.0 | | | | 1.2 | |
| Plainville [2] | | | | | | |
| Rocky Hill | 3.4 | | 2.0 | | [3] | |
| West Hartford | 6.4 | | 5.0 | | .6 | |
| Wethersfield | | −.2 | | −2.1 | 2.2 | |
| Windsor | 4.5 | | 1.3 | | | −1.3 |
| Hartford | | −30.5 | | −34.7 | | −36.2 |
| New Britain | | −4.7 | | −3.2 | | −.9 |
| East Hartford-Manchester: | | | | | | |
| Glastonbury | .5 | | | −.3 | | −.3 |
| East Windsor | | −.2 | | −.9 | [4] | [4] |
| South Windsor | | | .6 | | 1.8 | |
| East Hartford | 2.5 | | | −.5 | | −1.3 |
| Manchester | | −3.8 | | −4.6 | 3.4 | |

[1] To Bridgeport High School.
[2] No data.
[3] Nonlocal high school.
[4] To South Windsor.

*Estimated gain or loss in school enrollment in 2-year period September 1939 to September 1941 (estimated), in terms of standard classrooms (30 pupils per classroom)*—Continued

| | Elementary | | Seventh and eighth, or junior high school | | Senior high school | |
|---|---|---|---|---|---|---|
| | Gain | Loss | Gain | Loss | Gain | Loss |
| New London area: | | | | | | |
| Groton | 11.4 | | 3.7 | | 2.2 | |
| Ledyard | .8 | | | | | |
| Montville | .5 | | | −1.6 | [3] 1.9 | |
| Waterford | .3 | | .2 | | | |
| New London | | | | | | |
| Waterbury area: | | | | | | |
| Middlebury | 1.1 | | | −.7 | | [3]−.3 |
| Prospect | .9 | | | −.5 | | (3) |
| Watertown | | | | −1.8 | .4 | |
| Wolcott | 1.2 | | .4 | | [3].3 | |
| Waterbury | | −18.3 | | −9.9 | | −18.5 |
| Naugatuck | | −2.3 | | | | −2.4 |
| Windsor Locks | 2.1 | | | −.8 | .6 | |

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[1] To Bridgeport High School.

*Enumeration of children between the ages of 4 and 16 (annually in September)*

| | 1938 | 1939 | 1940 | | 1938 | 1939 | 1940 |
|---|---|---|---|---|---|---|---|
| Bridgeport area: | | | | Hartford area—Con. | | | |
| Bridgeport | 26,845 | 25,679 | 24,998 | West Hartford | 5,266 | 5,246 | 5,400 |
| Easton | 236 | 239 | 232 | Wethersfield | 1,579 | 1,652 | 1,685 |
| Fairfield | 3,854 | 3,844 | 3,854 | Windsor | 1,980 | 1,926 | 1,876 |
| Milford | 2,980 | 2,937 | 3,064 | Windsor Locks | 799 | 747 | 734 |
| Monroe | 346 | 362 | 391 | | | | |
| Shelton | 2,179 | 2,089 | 2,035 | Total | 69,217 | 67,275 | 65,379 |
| Stratford | 4,274 | 4,275 | 4,199 | | | | |
| Trumbull | 997 | 1,021 | 1,064 | New London area: | | | |
| | | | | Groton | 2,092 | 2,058 | 2,037 |
| Total | 41,711 | 40,446 | 39,837 | Ledyard | 309 | 315 | 301 |
| | | | | Montville | 894 | 881 | 868 |
| Hartford area: | | | | New London | 5,596 | 5,533 | 5,449 |
| Avon | 421 | 433 | 435 | Waterford | 1,331 | 1,372 | 1,327 |
| Berlin | 1,071 | 1,049 | 1,020 | | | | |
| Bloomfield | 879 | 921 | 905 | Total | 10,222 | 10,159 | 9,982 |
| East Hartford | 3,622 | 3,484 | 3,442 | | | | |
| Farmington | 1,024 | 1,028 | 984 | Waterbury area: | | | |
| Glastonbury | 1,166 | 1,157 | 1,163 | Middlebury | 353 | 368 | 371 |
| Hartford | 29,592 | 28,654 | 27,641 | Naugatuck | 2,557 | 2,507 | 2,448 |
| Manchester | 4,464 | 4,314 | 4,214 | Prospect | 176 | 192 | 202 |
| New Britain | 13,891 | 13,217 | 12,377 | Waterbury | 18,301 | 17,599 | 16,925 |
| Newington | 974 | 958 | 984 | Watertown | 1,820 | 1,777 | 1,751 |
| Plainville | 1,449 | 1,416 | 1,408 | Wolcott | 291 | 343 | 380 |
| Rocky Hill | 513 | 520 | 542 | | | | |
| South Windsor | 527 | 553 | 569 | Total | 23,498 | 22,786 | 22,077 |

*Elementary-school registration*

| | Kindergarten | | I | | II | | III | | IV | | V | | VI | | VII | | VIII | | Special | | Total I-VIII, including special | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| 1939–40 | | | | | | | | | | | | | | | | | | | | | | |
| Middlebury | 16 | 8 | 15 | 24 | 10 | 15 | 18 | 19 | 17 | 9 | 17 | 13 | 9 | 13 | 10 | 17 | 24 | 13 | ------ | ------ | 120 | 123 |
| Naugatuck | 67 | 60 | 85 | 77 | 75 | 82 | 95 | 66 | 83 | 79 | 86 | 80 | 93 | 98 | 88 | 84 | 100 | 83 | 8 | 5 | 713 | 654 |
| Prospect | ------ | ------ | 4 | 12 | 7 | 11 | 9 | 8 | 15 | 7 | 19 | 5 | 3 | 9 | 11 | 16 | 7 | 8 | ------ | ------ | 75 | 76 |
| Waterbury | 464 | 409 | 573 | 461 | 617 | 513 | 620 | 524 | 570 | 578 | 614 | 553 | 546 | 506 | 601 | 526 | 680 | 608 | 103 | 46 | 4,924 | 4,315 |
| Watertown | 57 | 46 | 64 | 64 | 64 | 72 | 62 | 58 | 87 | 69 | 65 | 63 | 64 | 68 | 87 | 75 | 81 | 77 | 36 | 22 | 610 | 568 |
| Wolcott | ------ | ------ | 22 | 15 | 19 | 13 | 16 | 11 | 13 | 21 | 11 | 18 | 24 | 8 | 17 | 11 | 13 | 10 | ------ | ------ | 135 | 107 |
| Total | 604 | 523 | 763 | 653 | 792 | 706 | 820 | 686 | 785 | 763 | 812 | 732 | 739 | 702 | 814 | 729 | 905 | 799 | 147 | 73 | 6,577 | 5,843 |
| 1938–39 | | | | | | | | | | | | | | | | | | | | | | |
| Middlebury | 10 | 09 | 18 | 13 | 21 | 18 | 12 | 10 | 16 | 13 | 9 | 11 | 16 | 17 | 18 | 15 | 14 | 18 | ------ | ------ | 124 | 115 |
| Naugatuck | 56 | 55 | 92 | 88 | 95 | 68 | 92 | 84 | 85 | 79 | 98 | 100 | 92 | 88 | 96 | 88 | 99 | 88 | 11 | 7 | 760 | 690 |
| Prospect | ------ | ------ | 4 | 12 | 10 | 5 | 12 | 8 | 15 | 5 | 7 | 12 | 10 | 12 | 7 | 7 | 3 | 8 | ------ | ------ | 68 | 69 |
| Waterbury | 448 | 390 | 681 | 547 | 677 | 547 | 614 | 580 | 613 | 557 | 566 | 536 | 631 | 553 | 760 | 635 | 657 | 586 | 71 | 38 | 5,270 | 4,579 |
| Watertown | 42 | 57 | 83 | 77 | 61 | 61 | 80 | 73 | 72 | 61 | 70 | 67 | 69 | 78 | 93 | 76 | 70 | 59 | 47 | 25 | 645 | 577 |
| Wolcott | ------ | ------ | 19 | 16 | 14 | 8 | 12 | 16 | 8 | 14 | 24 | 8 | 15 | 12 | 15 | 10 | 11 | 16 | ------ | ------ | 118 | 100 |
| Total | 556 | 521 | 897 | 753 | 878 | 707 | 822 | 771 | 809 | 729 | 774 | 734 | 833 | 760 | 989 | 831 | 854 | 775 | 129 | 70 | 6,985 | 6,130 |
| 1937–38 | | | | | | | | | | | | | | | | | | | | | | |
| Middlebury | 8 | 18 | 19 | 18 | 15 | 11 | 15 | 13 | 11 | 13 | 13 | 17 | 20 | 19 | 13 | 19 | 9 | 15 | ------ | ------ | 115 | 125 |
| Naugatuck | 88 | 79 | 108 | 76 | 98 | 88 | 96 | 79 | 101 | 94 | 94 | 88 | 96 | 87 | 103 | 92 | 107 | 125 | 8 | 7 | 811 | 736 |
| Prospect | ------ | ------ | 11 | 5 | 8 | 9 | 15 | 4 | 5 | 9 | 11 | 15 | 5 | 6 | 2 | 8 | 8 | 7 | ------ | ------ | 65 | 63 |
| Waterbury | 543 | 465 | 760 | 597 | 654 | 621 | 638 | 578 | 592 | 530 | 683 | 598 | 769 | 668 | 739 | 618 | 659 | 648 | 72 | 31 | 5,566 | 4,889 |
| Watertown | 48 | 58 | 82 | 76 | 79 | 74 | 78 | 63 | 70 | 70 | 75 | 78 | 78 | 68 | 87 | 68 | 67 | 93 | 34 | 15 | 650 | 605 |
| Wolcott | ------ | ------ | 16 | 9 | 14 | 16 | 9 | 14 | 18 | 9 | 13 | 11 | 13 | 9 | 11 | 17 | 14 | 10 | ------ | ------ | 108 | 95 |
| Total | 687 | 620 | 996 | 781 | 868 | 819 | 851 | 751 | 797 | 725 | 889 | 807 | 981 | 857 | 955 | 822 | 864 | 898 | 114 | 53 | 7,315 | 6,513 |

*Secondary-school registration*

| | IX | | X | | XI | | XII | | Postgraduate | | Total IX–XII, including postgraduate | | Grand total, net, 1–12 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| 1939–40 | | | | | | | | | | | | | | |
| Middlebury | | | | | | | | | | | | | 120 | 123 |
| Naugatuck | 129 | 122 | 145 | 153 | 133 | 107 | 80 | 107 | 2 | 13 | 489 | 502 | 1, 202 | 1, 156 |
| Prospect | | | | | | | | | | | | | 75 | 76 |
| Waterbury | 893 | 636 | 769 | 586 | 633 | 482 | 512 | 427 | 53 | 68 | 2, 860 | 2, 199 | 7, 784 | 6, 514 |
| Watertown | 77 | 60 | 56 | 82 | 47 | 36 | 30 | 45 | | | 210 | 223 | 820 | 791 |
| Wolcott | | | | | | | | | | | | | 135 | 107 |
| Total | 1, 099 | 818 | 970 | 821 | 813 | 625 | 622 | 579 | 55 | 81 | 3, 559 | 2, 924 | 10, 136 | 8, 767 |
| 1938–39 | | | | | | | | | | | | | | |
| Middlebury | | | | | | | | | | | | | 124 | 115 |
| Naugatuck | 139 | 160 | 168 | 117 | 105 | 127 | 89 | 89 | 4 | 9 | 505 | 502 | 1, 265 | 1, 192 |
| Prospect | | | | | | | | | | | | | 68 | 69 |
| Waterbury | 930 | 658 | 779 | 561 | 600 | 504 | 465 | 375 | 65 | 52 | 1, 839 | 2, 150 | 8, 109 | 6, 729 |
| Watertown | 70 | 92 | 54 | 46 | 36 | 59 | 32 | 36 | | | 192 | 233 | 837 | 810 |
| Wolcott | | | | | | | | | | | | | 118 | 100 |
| Total | 1, 139 | 910 | 1, 001 | 724 | 741 | 690 | 586 | 500 | 69 | 61 | 3, 536 | 2, 885 | 10, 521 | 9, 015 |
| 1937–38 | | | | | | | | | | | | | | |
| Middlebury | | | | | | | | | | | | | 115 | 125 |
| Naugatuck | 163 | 121 | 131 | 132 | 106 | 107 | 62 | 82 | 6 | 6 | 468 | 448 | 1, 279 | 1, 184 |
| Prospect | | | | | | | | | | | | | 65 | 63 |
| Waterbury | 915 | 606 | 772 | 552 | 543 | 433 | 398 | 306 | 44 | 30 | 2, 672 | 1, 927 | 8, 238 | 6, 816 |
| Watertown | 64 | 53 | 43 | 56 | 38 | 44 | 24 | 45 | 1 | | 170 | 198 | 820 | 803 |
| Wolcott | | | | | | | | | | | | | 108 | 95 |
| Total | 1, 142 | 780 | 946 | 740 | 687 | 584 | 484 | 433 | 51 | 36 | 3, 310 | 2, 573 | 10, 625 | 9, 086 |

Elementary-school registration

| | Kindergarten | | I | | II | | III | | IV | | V | | VI | | VII | | VIII | | Special | | Total I-VIII including special | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| 1939–40 | | | | | | | | | | | | | | | | | | | | | | |
| Groton | 55 | 58 | 124 | 79 | 87 | 94 | 111 | 107 | 110 | 107 | 114 | 101 | 119 | 94 | 94 | 78 | 92 | 86 | | | 851 | 746 |
| Ledyard | | | 16 | 14 | 17 | 17 | 23 | 21 | 19 | 16 | 17 | 11 | 17 | 11 | 13 | 12 | 10 | 15 | | | 132 | 117 |
| Montville | 20 | 19 | 44 | 43 | 44 | 41 | 43 | 37 | 39 | 31 | 37 | 31 | 37 | 47 | 41 | 61 | 46 | 48 | | | 331 | 339 |
| New London | 222 | 237 | 256 | 238 | 234 | 220 | 183 | 222 | 239 | 198 | 215 | 220 | 228 | 214 | 232 | 190 | 231 | 249 | 56 | 32 | 1,874 | 1,783 |
| Waterford | | | 66 | 51 | 83 | 64 | 77 | 67 | 61 | 56 | 65 | 61 | 65 | 82 | 65 | 65 | 56 | 55 | | | 538 | 501 |
| Total | 297 | 314 | 506 | 425 | 465 | 436 | 437 | 454 | 468 | 408 | 448 | 424 | 466 | 448 | 445 | 406 | 435 | 453 | 56 | 32 | 3,726 | 3,486 |
| 1938–39 | | | | | | | | | | | | | | | | | | | | | | |
| Groton | 67 | 47 | 97 | 97 | 116 | 103 | 114 | 102 | 117 | 106 | 127 | 95 | 105 | 87 | 99 | 98 | 115 | 86 | | | 890 | 774 |
| Ledyard | | | 16 | 15 | 24 | 17 | 16 | 13 | 20 | 14 | 15 | 12 | 13 | 10 | 12 | 14 | 13 | 12 | | | 129 | 107 |
| Montville | 14 | 16 | 44 | 42 | 47 | 38 | 43 | 31 | 38 | 29 | 40 | 45 | 38 | 55 | 49 | 56 | 44 | 37 | | | 343 | 333 |
| New London | 267 | 267 | 257 | 234 | 217 | 242 | 227 | 210 | 205 | 214 | 232 | 215 | 223 | 190 | 251 | 256 | 195 | 210 | 63 | 30 | 1,870 | 1,801 |
| Waterford | | | 81 | 66 | 69 | 74 | 67 | 54 | 58 | 64 | 81 | 70 | 63 | 65 | 61 | 57 | 66 | 69 | | | 546 | 519 |
| Total | 348 | 330 | 495 | 454 | 473 | 474 | 467 | 410 | 438 | 427 | 495 | 437 | 442 | 407 | 472 | 481 | 433 | 414 | 63 | 30 | 3,778 | 3,534 |
| 1937–38 | | | | | | | | | | | | | | | | | | | | | | |
| Groton | 70 | 55 | 123 | 115 | 128 | 117 | 118 | 98 | 138 | 104 | 106 | 94 | 106 | 89 | 121 | 96 | 94 | 82 | | | 934 | 795 |
| Ledyard | | | 27 | 17 | 18 | 13 | 21 | 11 | 16 | 9 | 11 | 15 | 13 | 14 | 17 | 10 | 9 | 8 | | | 132 | 97 |
| Montville | 17 | 16 | 50 | 39 | 56 | 29 | 37 | 32 | 44 | 46 | 37 | 48 | 47 | 60 | 47 | 35 | 37 | 49 | | | 355 | 338 |
| New London | 224 | 221 | 255 | 255 | 227 | 205 | 240 | 241 | 258 | 215 | 242 | 214 | 233 | 236 | 223 | 232 | 218 | 210 | 48 | 31 | 1,944 | 1,839 |
| Waterford | | | 78 | 83 | 56 | 53 | 67 | 64 | 79 | 78 | 62 | 59 | 67 | 60 | 68 | 74 | 63 | 62 | | | 540 | 533 |
| Total | 311 | 292 | 533 | 509 | 485 | 417 | 483 | 446 | 535 | 452 | 458 | 430 | 466 | 459 | 476 | 447 | 421 | 411 | 48 | 31 | 3,905 | 3,602 |

*Secondary-school registration*

| | IX | | X | | XI | | XII | | Postgraduate | | Total IX-XII including post-graduate | | Grand total, net, 1-12 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| 1939-40 | | | | | | | | | | | | | | |
| Groton | 106 | 78 | 76 | 71 | 61 | 77 | 54 | 62 | 1 | 4 | 298 | 292 | 1,149 | 1,038 |
| Ledyard | | | | | | | | | | | | | 132 | 117 |
| Montville | | | | | | | | | | | | | 331 | 339 |
| New London | | | | | | | | | | | | | 1,874 | 1,783 |
| Waterford | | | | | | | | | | | | | 538 | 501 |
| Total | 106 | 78 | 76 | 71 | 61 | 77 | 54 | 62 | 1 | 4 | 298 | 292 | 4,024 | 3,788 |
| 1938-39 | | | | | | | | | | | | | | |
| Groton | 83 | 74 | 66 | 85 | 64 | 69 | 65 | 54 | 7 | 7 | 285 | 289 | 1,175 | 1,063 |
| Ledyard | | | | | | | | | | | | | 129 | 107 |
| Montville | | | | | | | | | | | | | 343 | 333 |
| New London | | | | | | | | | | | | | 1,870 | 1,801 |
| Waterford | | | | | | | | | | | | | 546 | 519 |
| Total | 83 | 74 | 66 | 85 | 64 | 69 | 65 | 54 | 7 | 7 | 285 | 289 | 4,063 | 3,823 |
| 1937-38 | | | | | | | | | | | | | | |
| Groton | 60 | 87 | 65 | 71 | 68 | 56 | 47 | 61 | | | 240 | 275 | 1,174 | 1,070 |
| Ledyard | | | | | | | | | | | | | 132 | 97 |
| Montville | | | | | | | | | | | | | 355 | 338 |
| New London | | | | | | | | | | | | | 1,944 | 1,839 |
| Waterford | | | | | | | | | | | | | 540 | 533 |
| Total | 60 | 87 | 65 | 71 | 68 | 56 | 47 | 61 | | | 240 | 275 | 4,145 | 3,877 |

*Elementary-school registration*

| | Kindergarten | | I | | II | | III | | IV | | V | | VI | | VII | | VIII | | Special | | Total I-VIII including special | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| 1939–40 | | | | | | | | | | | | | | | | | | | | | | |
| Bridgeport | 803 | 717 | 833 | 786 | 816 | 772 | 961 | 872 | 912 | 812 | 903 | 821 | 950 | 888 | 972 | 961 | 933 | 867 | 250 | 152 | 7, 530 | 6, 931 |
| Easton | 14 | 11 | 16 | 12 | 9 | 5 | 12 | 7 | 14 | 15 | 16 | 9 | 7 | 7 | 15 | 7 | 15 | 5 | ---- | ----- | 104 | 67 |
| Fairfield | 143 | 131 | 122 | 128 | 149 | 120 | 151 | 130 | 156 | 123 | 161 | 140 | 129 | 169 | 154 | 153 | 163 | 160 | 49 | 18 | 1, 234 | 1, 141 |
| Milford | 97 | 125 | 147 | 123 | 158 | 156 | 147 | 137 | 151 | 152 | 163 | 144 | 141 | 133 | 140 | 119 | 97 | 112 | 19 | 4 | 1, 163 | 1, 080 |
| Monroe | ----- | - | 20 | 12 | 17 | 22 | 19 | 21 | 22 | 19 | 20 | 19 | 20 | 11 | 21 | 13 | 10 | 27 | | ---- | 149 | 144 |
| Shelton | ----- | ----- | 88 | 76 | 82 | 75 | 66 | 71 | 81 | 76 | 59 | 78 | 86 | 83 | 90 | 63 | 77 | 82 | -- | ----- | 629 | 604 |
| Stratford | 149 | 153 | 233 | 191 | 175 | 181 | 220 | 180 | 198 | 190 | 200 | 204 | 155 | 192 | 180 | 204 | 178 | 163 | 60 | 20 | 1, 599 | 1, 525 |
| Trumbull | ----- | ----- | 52 | 39 | 44 | 31 | 61 | 45 | 54 | 51 | 48 | 52 | 53 | 51 | 60 | 33 | 47 | 41 | ----- | ------ | 419 | 343 |
| Total | 1, 206 | 1, 137 | 1, 511 | 1, 367 | 1, 450 | 1, 362 | 1, 637 | 1, 463 | 1, 588 | 1, 438 | 1, 570 | 1, 467 | 1, 541 | 1, 534 | 1, 632 | 1, 553 | 1, 520 | 1, 457 | 378 | 194 | 12, 827 | 11, 835 |
| 1938–39 | | | | | | | | | | | | | | | | | | | | | | |
| Bridgeport | 732 | 737 | 896 | 842 | 987 | 846 | 913 | 794 | 930 | 852 | 977 | 894 | 1, 003 | 954 | 1, 015 | 932 | 979 | 933 | 230 | 129 | 7, 930 | 7, 176 |
| Easton | 13 | 13 | 9 | 7 | 12 | 6 | 15 | 17 | 19 | 7 | 6 | 9 | 15 | 9 | 15 | 5 | 9 | 10 | ----- | ---- | 100 | 70 |
| Fairfield | 104 | 109 | 154 | 127 | 148 | 125 | 160 | 129 | 206 | 138 | 132 | 154 | 146 | 145 | 176 | 155 | 151 | 152 | 53 | 19 | 1, 326 | 1, 144 |
| Milford | 92 | 98 | 158 | 155 | 167 | 115 | 162 | 151 | 153 | 148 | 145 | 133 | 136 | 110 | 110 | 125 | 114 | 148 | 24 | 7 | 1, 169 | 1, 092 |
| Monroe | ------ | ----- | 23 | 18 | 19 | 18 | 21 | 16 | 17 | 16 | 21 | 15 | 19 | 10 | 13 | 25 | 23 | 15 | ----- | ----- | 156 | 133 |
| Shelton | ----- | ----- | 107 | 75 | 70 | 78 | 83 | 77 | 58 | 76 | 80 | 77 | 88 | 63 | 94 | 87 | 104 | 77 | ----- | ---- | 684 | 610 |
| Stratford | 153 | 142 | 207 | 218 | 199 | 169 | 212 | 185 | 204 | 200 | 155 | 197 | 166 | 203 | 197 | 161 | 205 | 170 | 57 | 19 | 1, 602 | 1, 522 |
| Trumbull | ---- | ------ | 47 | 29 | 60 | 44 | 56 | 44 | 49 | 47 | 54 | 52 | 62 | 31 | 47 | 44 | 47 | 44 | ----- | ------ | 422 | 335 |
| Total | 1, 094 | 1, 099 | 1, 601 | 1, 471 | 1, 662 | 1, 401 | 1, 622 | 1, 413 | 1, 636 | 1, 484 | 1, 570 | 1, 531 | 1, 635 | 1, 525 | 1, 667 | 1, 534 | 1, 632 | 1, 549 | 364 | 174 | 13, 389 | 12, 082 |
| 1937–38 | | | | | | | | | | | | | | | | | | | | | | |
| Bridgeport | 756 | 783 | 1, 110 | 963 | 1, 028 | 896 | 958 | 850 | 964 | 914 | 1, 020 | 954 | 1, 031 | 971 | 1, 072 | 1, 006 | 1, 006 | 1, 022 | 267 | 145 | 8, 456 | 7, 721 |
| Easton | 7 | 7 | 13 | 9 | 15 | 15 | 17 | 7 | 9 | 10 | 11 | 8 | 13 | 5 | 11 | 8 | 11 | 8 | | | 100 | 70 |
| Fairfield | 163 | 131 | 146 | 123 | 150 | 128 | 169 | 129 | 138 | 148 | 163 | 141 | 176 | 144 | 157 | 155 | 151 | 154 | 46 | 23 | 1, 296 | 1, 145 |
| Milford | 98 | 110 | 171 | 145 | 159 | 147 | 154 | 147 | 148 | 131 | 139 | 118 | 100 | 127 | 112 | 153 | 142 | 119 | 34 | 5 | 1, 159 | 1, 092 |
| Monroe | | | 21 | 18 | 19 | 16 | 15 | 17 | 19 | 13 | 20 | 9 | 12 | 25 | 23 | 13 | 14 | 13 | | | 143 | 124 |
| Shelton | | | 112 | 92 | 82 | 74 | 61 | 76 | 78 | 75 | 77 | 62 | 99 | 91 | 115 | 88 | 82 | 80 | | | 706 | 638 |
| Stratford | 209 | 205 | 175 | 169 | 215 | 180 | 213 | 203 | 166 | 199 | 166 | 208 | 191 | 155 | 219 | 180 | 182 | 204 | 54 | 30 | 1, 581 | 1, 528 |
| Trumbull | | | 64 | 46 | 57 | 42 | 43 | 43 | 49 | 54 | 64 | 28 | 44 | 46 | 48 | 43 | 42 | 54 | | | 411 | 356 |
| Total | 1, 233 | 1, 236 | 1, 812 | 1, 565 | 1, 725 | 1, 498 | 1, 630 | 1, 472 | 1, 571 | 1, 544 | 1, 660 | 1, 528 | 1, 666 | 1, 564 | 1, 757 | 1, 646 | 1, 630 | 1, 654 | 401 | 203 | 13, 852 | 12, 674 |

*Secondary-school registration*

| | IX | | X | | XI | | XII | | Postgraduate | | Total IX-XII, including postgraduate | | Grand total, net, 1-12 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| 1939-40 | | | | | | | | | | | | | | |
| Bridgeport | 1,201 | 1,205 | 1,104 | 1,152 | 853 | 909 | 627 | 765 | 11 | 11 | 3,796 | 4,042 | 11,326 | 10,973 |
| Easton | | | | | | | | | | | | | 104 | 67 |
| Fairfield | 173 | 196 | 161 | 160 | 143 | 174 | 124 | 123 | 5 | 6 | 606 | 659 | 1,840 | 1,800 |
| Milford | 135 | 144 | 115 | 109 | 95 | 105 | 74 | 79 | | | 419 | 437 | 1,582 | 1,517 |
| Monroe | | | | | | | | | | | | | 149 | 144 |
| Shelton | 114 | 84 | 80 | 76 | 67 | 82 | 69 | 71 | 3 | 3 | 333 | 316 | 962 | 920 |
| Stratford | 222 | 169 | 160 | 183 | 150 | 170 | 141 | 126 | 6 | 3 | 679 | 651 | 2,278 | 2,176 |
| Trumbull | | | | | | | | | | | | | 419 | 343 |
| Total | 1,845 | 1,798 | 1,620 | 1,680 | 1,308 | 1,440 | 1,035 | 1,164 | 25 | 23 | 5,833 | 6,105 | 18,660 | 17,940 |
| 1938-39 | | | | | | | | | | | | | | |
| Bridgeport | 1,206 | 1,247 | 964 | 1,200 | 759 | 931 | 653 | 740 | 26 | 16 | 3,608 | 4,134 | 11,538 | 11,310 |
| Easton | | | | | | | | | | | | | 100 | 70 |
| Fairfield | 174 | 186 | 162 | 189 | 148 | 143 | 112 | 121 | 3 | 2 | 599 | 641 | 1,925 | 1,785 |
| Milford | 149 | 121 | 102 | 110 | 81 | 93 | 89 | 94 | 7 | 10 | 428 | 428 | 1,597 | 1,520 |
| Monroe | | | | | | | | | | | | | 156 | 133 |
| Shelton | 99 | 90 | 81 | 93 | 70 | 83 | 61 | 82 | 3 | 2 | 314 | 350 | 998 | 960 |
| Stratford | 184 | 191 | 181 | 200 | 156 | 139 | 126 | 122 | | | 647 | 652 | 2,249 | 2,174 |
| Trumbull | | | | | | | | | | | | | 422 | 335 |
| Total | 1,812 | 1,835 | 1,490 | 1,792 | 1,214 | 1,389 | 1,041 | 1,159 | 39 | 30 | 5,596 | 6,205 | 18,985 | 18,287 |
| 1937-38 | | | | | | | | | | | | | | |
| Bridgeport | 1,208 | 1,222 | 930 | 1,056 | 759 | 851 | 678 | 700 | 8 | 5 | 3,583 | 3,834 | 12,039 | 11,555 |
| Easton | | | | | | | | | | | | | 100 | 70 |
| Fairfield | 193 | 206 | 158 | 165 | 126 | 130 | 94 | 123 | 1 | 4 | 572 | 628 | 1,868 | 1,773 |
| Milford | 112 | 124 | 93 | 96 | 106 | 103 | 74 | 77 | 3 | 1 | 388 | 404 | 1,547 | 1,496 |
| Monroe | | | | | | | | | | | | | 143 | 124 |
| Shelton | 89 | 100 | 95 | 96 | 70 | 87 | 71 | 56 | 2 | | 327 | 339 | 1,033 | 977 |
| Stratford | 215 | 215 | 174 | 156 | 128 | 134 | 106 | 121 | | | 623 | 626 | 2,204 | 2,154 |
| Trumbull | | | | | | | | | | | | | 411 | 356 |
| Total | 1,817 | 1,867 | 1,450 | 1,569 | 1,189 | 1,308 | 1,023 | 1,077 | 14 | 10 | 5,493 | 5,831 | 19,345 | 18,505 |

*Elementary-school registration, 1939–40*

| | Kindergarten | | I | | II | | III | | IV | | V | | VI | | VII | | VIII | | Special | | Total I–VIII including special | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| Avon | ----- | ----- | 23 | 18 | 18 | 15 | 12 | 21 | 20 | 16 | 21 | 9 | 16 | 19 | 16 | 27 | 13 | 27 | ----- | ----- | 139 | 152 |
| Berlin | ----- | ----- | 55 | 39 | 45 | 40 | 42 | 50 | 38 | 38 | 38 | 44 | 56 | 47 | 55 | 59 | 70 | 34 | ----- | ----- | 399 | 351 |
| Bloomfield | 27 | 22 | 37 | 35 | 40 | 40 | 50 | 41 | 57 | 17 | 50 | 43 | 39 | 32 | 46 | 41 | 53 | 41 | ----- | ----- | 372 | 320 |
| Farmington | 18 | 19 | 30 | 39 | 53 | 51 | 48 | 42 | 58 | 46 | 50 | 54 | 37 | 31 | 62 | 38 | 45 | 44 | ----- | ----- | 383 | 345 |
| Glastonbury | ----- | ----- | 74 | 43 | 53 | 56 | 61 | 38 | 55 | 61 | 53 | 52 | 50 | 61 | 51 | 54 | 48 | 59 | 8 | 6 | 453 | 430 |
| East Hartford | ----- | ----- | 135 | 107 | 143 | 124 | 134 | 118 | 130 | 128 | 139. | 150 | 131 | 145 | 148 | 143 | 126 | 126 | 20 | 5 | 1, 106 | 1, 046 |
| Hartford | 1, 107 | 1, 114 | 910 | 853 | 916 | 799 | 928 | 816 | 959 | 890 | 877 | 865 | 955 | 1, 049 | 993 | 959 | 1, 062 | 1, 104 | 222 | 142 | 7, 822 | 7, 477 |
| Manchester | 110 | 104 | 196 | 177 | 166 | 155 | 194 | 157 | 213 | 181 | 182 | 156 | 200 | 169 | 183 | 169 | 194 | 215 | ----- | ----- | 1, 528 | 1, 379 |
| New Britain | 337 | 334 | 418 | 363 | 319 | 320 | 449 | 373 | 473 | 420 | 487 | 443 | 487 | 454 | 473 | 514 | 554 | 542 | 78 | 47 | 3, 738 | 3, 476 |
| Newington | ----- | ----- | 46 | 35 | 42 | 33 | 56 | 47 | 55 | 35 | 53 | 42 | 45 | 41 | 37 | 46 | 49 | 38 | ----- | ----- | 383 | 317 |
| Plainville | 56 | 60 | 52 | 59 | 70 | 57 | 70 | 62 | 76 | 53 | 70 | 71 | 61 | 56 | 89 | 67 | 75 | 75 | ----- | ----- | 563 | 500 |
| Rocky Hill | ----- | ----- | 23 | 22 | 26 | 19 | 23 | 25 | 29 | 20 | 18 | 28 | 24 | 21 | 30 | 16 | 26 | 26 | ----- | ----- | 200 | 177 |
| South Windsor | ----- | ----- | 37 | 34 | 27 | 32 | 30 | 40 | 21 | 25 | 23 | 34 | 28 | 20 | 32 | 24 | 27 | 18 | ----- | ----- | 225 | 227 |
| West Hartford | 170 | 158 | 186 | 182 | 190 | 201 | 224 | 206 | 239 | 211 | 226 | 220 | 235 | 218 | 205 | 229 | 210 | 212 | ----- | ----- | 1, 712 | 1, 679 |
| Wethersfield | 60 | 52 | 66 | 46 | 67 | 76 | 81 | 64 | 74 | 75 | 56 | 68 | 79 | 70 | 73 | 77 | 86 | 79 | ----- | ----- | 582 | 555 |
| Windsor | 76 | 79 | 67 | 57 | 80 | 92 | 92 | 65 | 97 | 87 | 86 | 71 | 101 | 82 | 85 | 84 | 90 | 80 | ----- | ----- | 698 | 618 |
| Windsor Locks | 9 | 10 | 15 | 14 | 13 | 13 | 19 | 15 | 12 | 9 | 15 | 13 | 17 | 12 | 21 | 21 | 11 | 8 | 9 | 5 | 132 | 110 |
| Total | 1, 970 | 1, 952 | 2, 370 | 2, 123 | 2, 268 | 2, 123 | 2, 513 | 2, 180 | 2, 606 | 2, 342 | 2, 444 | 2, 363 | 2, 561 | 2, 527 | 2, 600 | 2, 568 | 2, 739 | 2, 728 | 337 | 205 | 20, 438 | 19, 159 |

*Secondary-school registration, 1939–40*

| | IX | | X | | XI | | XII | | Postgraduate | | Total IX–XII, including postgraduate | | Grand total, net, 1–12 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| Avon | | | | | | | | | | | | | 139 | 152 |
| Berlin | 64 | 71 | 54 | 39 | 34 | 49 | 33 | 37 | | | 185 | 196 | 584 | 547 |
| Bloomfield | 37 | 39 | 44 | 45 | 33 | 25 | 35 | 44 | | | 149 | 153 | 521 | 473 |
| Farmington | 50 | 50 | 50 | 48 | 41 | 41 | 32 | 41 | | | 173 | 180 | 556 | 525 |
| Glastonbury | 60 | 45 | 46 | 55 | 33 | 49 | 26 | 53 | | | 165 | 202 | 618 | 632 |
| East Hartford | 171 | 157 | 149 | 139 | 105 | 165 | 100 | 107 | 4 | 2 | 529 | 570 | 1, 635 | 1, 616 |
| Hartford | 1, 364 | 1, 231 | 1, 234 | 1, 289 | 925 | 1, 089 | 703 | 852 | 30 | 44 | 4, 256 | 4, 505 | 12, 078 | 11, 982 |
| Manchester | 216 | 247 | 177 | 202 | 171 | 176 | 123 | 187 | | | 687 | 812 | 2, 215 | 2, 191 |
| New Britain | 670 | 613 | 894 | 891 | 455 | 541 | 253 | 442 | 47 | 42 | 2, 319 | 2, 529 | 6, 057 | 6, 005 |
| Newington | 42 | 60 | 37 | 42 | 44 | 30 | 19 | 26 | | | 142 | 158 | 525 | 475 |
| Plainville | 71 | 65 | 66 | 79 | 50 | 62 | 48 | 52 | | | 235 | 258 | 798 | 758 |
| Rocky Hill | | | | | | | | | | | | | 200 | 177 |
| South Windsor | 51 | 64 | 44 | 44 | 37 | 44 | 32 | 37 | | 1 | 164 | 190 | 389 | 417 |
| West Hartford | 210 | 187 | 233 | 242 | 180 | 220 | 147 | 163 | 8 | 11 | 778 | 823 | 2, 493 | 2, 502 |
| Wethersfield | 108 | 117 | 73 | 98 | 74 | 99 | 64 | 75 | | | 309 | 389 | 891 | 944 |
| Windsor | 80 | 86 | 72 | 75 | 84 | 72 | 54 | 56 | | | 290 | 289 | 988 | 907 |
| Windsor Locks | 35 | 30 | 23 | 29 | 14 | 26 | 10 | 21 | | | 82 | 106 | 214 | 216 |
| Total | 3, 229 | 3, 062 | 3, 196 | 3, 317 | 2, 280 | 2, 688 | 1, 669 | 2, 193 | 89 | 100 | 10, 463 | 11, 360 | 30, 901 | 30, 519 |

*Elementary-school registration, 1938–39*

| | Kindergarten | | I | | II | | III | | IV | | V | | VI | | VII | | VIII | | Special | | Total I-VIII including special | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| Avon | ------ | ------ | 13 | 14 | 10 | 19 | 21 | 17 | 22 | 13 | 16 | 17 | 16 | 27 | 14 | 25 | 19 | 19 | ------ | ------ | 135 | 151 |
| Berlin | ------ | ------ | 42 | 44 | 53 | 38 | 46 | 36 | 33 | 41 | 55 | 57 | 52 | 50 | 69 | 36 | 65 | 81 | 2 | ------ | 417 | 383 |
| Bloomfield | 13 | 18 | 39 | 40 | 49 | 36 | 55 | 43 | 48 | 38 | 47 | 37 | 33 | 38 | 69 | 41 | 30 | 41 | ------ | ------ | 370 | 314 |
| East Hartford | ------ | ------ | 168 | 129 | 134 | 125 | 138 | 133 | 145 | 151 | 141 | 146 | 155 | 154 | 151 | 144 | 157 | 167 | 21 | 5 | 1, 210 | 1, 154 |
| Farmington | 13 | 21 | 55 | 53 | 44 | 40 | 51 | 47 | 53 | 48 | 40 | 34 | 60 | 39 | 49 | 44 | 51 | 50 | ------ | ------ | 403 | 355 |
| Glastonbury | ------ | ------ | 60 | 48 | 63 | 45 | 58 | 55 | 43 | 60 | 49 | 53 | 50 | 55 | 48 | 62 | 60 | 46 | 12 | 7 | 443 | 431 |
| Hartford | 1, 097 | 1, 108 | 974 | 849 | 993 | 839 | 990 | 897 | 938 | 883 | 934 | 1, 031 | 1, 015 | 1, 003 | 1, 117, | 1, 125 | 1, 128 | 1, 067 | 222 | 29 | 8, 321 | 7, 723 |
| Manchester | 122 | 122 | 199 | 160 | 206 | 156 | 210 | 182 | 198 | 155 | 203 | 177 | 192 | 170 | 198 | 214 | 204 | 231 | ------ | ------ | 1, 610 | 1, 445 |
| New Britain | 398 | 368 | 317 | 323 | 461 | 373 | 476 | 431 | 510 | 430 | 499 | 463 | 419 | 520 | 524 | 526 | 657 | 570 | 107 | 47 | 3, 970 | 3, 683 |
| Newington | ------ | ------ | 45 | 35 | 56 | 43 | 47 | 35 | 59 | 41 | 44 | 41 | 35 | 45 | 52 | 37 | 42 | 61 | 7 | 2 | 387 | 340 |
| Plainville | 42 | 53 | 70 | 52 | 71 | 57 | 79 | 56 | 76 | 62 | 61 | 60 | 73 | 63 | 80 | 79 | 77 | 68 | ------ | ------ | 587 | 497 |
| Rocky Hill | ------ | ------ | 24 | 19 | 23 | 24 | 24 | 24 | 26 | 27 | 27 | 21 | 41 | 16 | 27 | 24 | 28 | 30 | ------ | ------ | 220 | 185 |
| South Windsor | ------ | ------ | 30 | 30 | 30 | 35 | 19 | 28 | 24 | 31 | 26 | 19 | 30 | 24 | 29 | 18 | 26 | 27 | ------ | ------ | 214 | 212 |
| West Hartford | 167 | 177 | 197 | 202 | 217 | 211 | 230 | 201 | 225 | 214 | 236 | 214 | 213 | 220 | 205 | 202 | 219 | 191 | ------ | ------ | 1, 742 | 1, 655 |
| Wethersfield | 49 | 35 | 82 | 77 | 80 | 64 | 74 | 78 | 82 | 87 | 74 | 69 | 77 | 83 | 89 | 75 | 90 | 65 | ------ | ------ | 648 | 598 |
| Windsor | 80 | 52 | 78 | 79 | 81 | 70 | 96 | 82 | 88 | 67 | 91 | 86 | 85 | 80 | 90 | 83 | 89 | 102 | ------ | ------ | 698 | 649 |
| Windsor Locks | 12 | 10 | 13 | 17 | 11 | 14 | 20 | 9 | 9 | 9 | 16 | 13 | 22 | 21 | 22 | 18 | 16 | 15 | 15 | 3 | 144 | 119 |
| Total | 1, 993 | 1, 964 | 2, 410 | 2, 171 | 2, 582 | 2, 189 | 2, 634 | 2, 354 | 2, 579 | 2, 357 | 2, 559 | 2, 538 | 2, 568 | 2, 608 | 2, 833 | 2, 753 | 2, 957 | 2, 831 | 386 | 93 | 21, 509 | 19, 894 |

*Secondary-school registration, 1938-39*

| | IX | | X | | XI | | XII | | Postgraduate | | Total IX-XII including postgraduate | | Grand total, net, 1-12 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| Avon | | | | | | | | | | | | | 135 | 151 |
| Berlin | 63 | 42 | 52 | 55 | 41 | 49 | 25 | 36 | | 1 | 181 | 183 | 598 | 566 |
| Bloomfield | 45 | 46 | 33 | 27 | 35 | 47 | 21 | 21 | | | 134 | 141 | 504 | 455 |
| East Hartford | 156 | 127 | 136 | 170 | 123 | 102 | 80 | 109 | | 2 | 495 | 510 | 1,705 | 1,664 |
| Farmington | 59 | 53 | 49 | 52 | 36 | 39 | 29 | 32 | | | 173 | 176 | 576 | 531 |
| Glastonbury | 56 | 61 | 49 | 60 | 34 | 61 | 29 | 47 | | | 168 | 229 | 611 | 660 |
| Hartford | 1,257 | 1,306 | 1,252 | 1,316 | 922 | 1,118 | 718 | 789 | 44 | 73 | 4,193 | 4,602 | 12,504 | 12,325 |
| Manchester | 210 | 221 | 194 | 202 | 144 | 191 | 139 | 155 | | | 687 | 769 | 2,297 | 2,214 |
| New Britain | 860 | 895 | 889 | 872 | 419 | 580 | 204 | 377 | 36 | 57 | 2,408 | 2,781 | 6,378 | 6,464 |
| Newington | 42 | 44 | 49 | 39 | 23 | 31 | 22 | 20 | | | 136 | 134 | 523 | 474 |
| Plainville | 70 | 81 | 56 | 64 | 53 | 58 | 53 | 42 | | | 232 | 245 | 819 | 742 |
| Rocky Hill | | | | | | | | | | | | | 220 | 185 |
| South Windsor | 51 | 47 | 37 | 44 | 41 | 48 | 26 | 38 | | | 155 | 177 | 369 | 389 |
| West Hartford | 217 | 224 | 238 | 230 | 156 | 174 | 147 | 188 | 18 | 16 | 776 | 832 | 2,518 | 2,487 |
| Wethersfield | 78 | 114 | 77 | 112 | 59 | 75 | 55 | 69 | | | 269 | 370 | 917 | 968 |
| Windsor | 110 | 95 | 83 | 73 | 60 | 59 | 70 | 55 | | | 323 | 282 | 1,021 | 931 |
| Windsor Locks | 39 | 36 | 16 | 29 | 12 | 27 | 11 | 22 | | | 78 | 114 | 222 | 233 |
| Total | 3,313 | 3,392 | 3,210 | 3,345 | 2,158 | 2,659 | 1,629 | 2,000 | 98 | 149 | 10,408 | 11,545 | 31,917 | 31,439 |

*Elementary-school registration, 1937–38*

| | Kindergarten | | I | | II | | III | | IV | | V | | VI | | VII | | VIII | | Special | | Total I-VIII, including special | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| Avon | | | 12 | 18 | 19 | 16 | 24 | 14 | 19 | 20 | 18 | 27 | 16 | 24 | 21 | 17 | 23 | 20 | | | 152 | 156 |
| Berlin | | | 52 | 47 | 33 | 24 | 40 | 51 | 62 | 65 | 52 | 42 | 69 | 34 | 61 | 89 | 62 | 53 | | | 431 | 405 |
| Bloomfield | 22 | 18 | 49 | 38 | 56 | 49 | 54 | 35 | 51 | 40 | 34 | 44 | 62 | 43 | 48 | 40 | 46 | 48 | | | 400 | 337 |
| East Hartford | | | 159 | 142 | 146 | 146 | 167 | 158 | 144 | 156 | 173 | 158 | 150 | 132 | 177 | 186 | 154 | 133 | 26 | 7 | 1, 296 | 1, 218 |
| Farmington | 22 | 22 | 43 | 42 | 52 | 45 | 58 | 48 | 37 | 35 | 63 | 40 | 48 | 48 | 53 | 50 | 56 | 48 | | | 410 | 356 |
| Glastonbury | | | 61 | 44 | 54 | 51 | 43 | 53 | 49 | 54 | 47 | 59 | 48 | 63 | 70 | 53 | 53 | 72 | 6 | 5 | 431 | 454 |
| Hartford | 1, 237 | 1, 184 | 1. 089 | 900 | 1, 055 | 947 | 1, 037 | 909 | 947 | 1. 046 | 1, 069 | 1, 028 | 1, 132 | 1, 167 | 1, 145 | 1, 087 | 1, 005 | 1, 099 | 200 | 121 | 8, 679 | 8, 304 |
| Manchester | 132 | 116 | 205 | 170 | 197 | 172 | 201 | 158 | 192 | 177 | 204 | 180 | 202 | 205 | 216 | 246 | 197 | 192 | | | 1, 614 | 1, 500 |
| New Britain | 456 | 467 | 510 | 429 | 479 | 395 | 508 | 453 | 510 | 509 | 534 | 514 | 636 | 588 | 906 | 809 | 613 | 634 | 104 | 44 | 4, 800 | 4, 375 |
| Newington | | | 57 | 45 | 43 | 36 | 68 | 38 | 45 | 46 | 38 | 47 | 52 | 37 | 51 | 62 | 44 | 48 | 8 | 1 | 406 | 206 |
| Plainville | 58 | 51 | 79 | 61 | 68 | 55 | 86 | 64 | 68 | 61 | 80 | 59 | 75 | 78 | 82 | 75 | 80 | 86 | | | 618 | 539 |
| Rocky Hill | | | 23 | 24 | 28 | 21 | 19 | 29 | 26 | 20 | 28 | 16 | 28 | 25 | 30 | 27 | 17 | 32 | | | 199 | 194 |
| South Windsor | | | 36 | 32 | 21 | 35 | 24 | 26 | 23 | 21 | 32 | 27 | 30 | 17 | 32 | 26 | 19 | 34 | | | 217 | 218 |
| West Hartford | 172 | 190 | 236 | 214 | 232 | 200 | 233 | 221 | 241 | 210 | 218 | 225 | 203 | 203 | 207 | 173 | 212 | 236 | | | 1, 782 | 1, 682 |
| Wethersfield | 62 | 61 | 94 | 68 | 68 | 67 | 61 | 72 | 68 | 61 | 79 | 84 | 87 | 80 | 95 | 65 | 74 | 78 | | | 626 | 575 |
| Windsor | 74 | 81 | 86 | 71 | 93 | 82 | 91 | 69 | 81 | 88 | 92 | 88 | 88 | 81 | 88 | 103 | 125 | 101 | | | 744 | 683 |
| Windsor Locks | | | 31 | 34 | 19 | 10 | 11 | 10 | 15 | 14 | 23 | 17 | 22 | 18 | 24 | 20 | 27 | 19 | 15 | 4 | 187 | 146 |
| Total | 2, 235 | 2, 190 | 2, 822 | 2, 379 | 2, 663 | 2, 351 | 2, 725 | 2, 408 | 2, 578 | 2, 623 | 2, 784 | 2, 655 | 2, 948 | 2, 843 | 3, 306 | 3, 128 | 2, 807 | 2, 933 | 359 | 182 | 22, 992 | 21, 502 |

*Secondary-school registration, 1937–38*

| | IX | | X | | XI | | XII | | Postgraduate | | Total IX–XII, including postgraduate | | Grand total, net, 1–12 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls | Boys | Girls |
| Avon | | | | | | | | | | | | | 152 | 156 |
| Berlin | 58 | 53 | 45 | 42 | 29 | 42 | 25 | 33 | | 2 | 157 | 172 | 588 | 577 |
| Bloomfield | 36 | 46 | 29 | 33 | 22 | 29 | 26 | 28 | | | 113 | 136 | 513 | 473 |
| East Hartford | 145 | 159 | 135 | 144 | 98 | 130 | 90 | 118 | 3 | | 471 | 551 | 1, 767 | 1, 769 |
| Farmington | 51 | 50 | 41 | 43 | 42 | 33 | 33 | 39 | | | 167 | 165 | 577 | 521 |
| Glastonbury | 56 | 67 | 41 | 65 | 34 | 53 | 34 | 42 | | | 165 | 227 | 596 | 681 |
| Hartford | 1, 439 | 1, 423 | 1, 163 | 1, 229 | 884 | 950 | 662 | 819 | 23 | 41 | 4, 171 | 4, 462 | 12, 850 | 12, 766 |
| Manchester | 208 | 215 | 186 | 197 | 143 | 153 | 157 | 153 | | | 694 | 718 | 2, 308 | 2, 218 |
| New Britain | 698 | 665 | 827 | 852 | 410 | 479 | 189 | 324 | 12 | 15 | 2, 136 | 2, 335 | 6, 936 | 6, 710 |
| Newington | 55 | 41 | 24 | 38 | 24 | 23 | 20 | 22 | | | 123 | 124 | 529 | 484 |
| Plainville | 57 | 70 | 69 | 66 | 51 | 49 | 30 | 44 | | 1 | 207 | 230 | 825 | 769 |
| Rocky Hill | | | | | | | | | | | | | 199 | 194 |
| South Windsor | 45 | 48 | 50 | 57 | 39 | 46 | 19 | 28 | | | 153 | 179 | 370 | 397 |
| West Hartford | 230 | 230 | 206 | 194 | 152 | 208 | 165 | 191 | 13 | 7 | 766 | 830 | 2, 548 | 2, 512 |
| Wethersfield | 83 | 121 | 74 | 77 | 62 | 72 | 57 | 68 | | 2 | 276 | 340 | 902 | 915 |
| Windsor | 93 | 77 | 75 | 73 | 80 | 65 | 47 | 57 | 1 | | 296 | 272 | 1, 040 | 955 |
| Windsor Locks | 32 | 39 | 19 | 29 | 14 | 24 | 10 | 24 | | | 75 | 116 | 262 | 262 |
| Total | 3, 286 | 3, 304 | 2, 984 | 3, 139 | 2, 084 | 2, 356 | 1, 564 | 1, 990 | 52 | 68 | 9, 970 | 10, 857 | 32, 962 | 32, 359 |

*Age-grade report, as of Sept. 1, 1940—Registration of children, by ages and grades*

SUMMARY, BRIDGEPORT AREA

| | Under 5 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | Over 18 | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Nursery school | 14 | 6 | | | | | | | | | | | | | | | 20 |
| Kindergarten | 826 | 1, 207 | 27 | 3 | 1 | | | | | | | | | | | | 2, 064 |
| I | | 1, 022 | 1, 465 | 170 | 18 | 5 | | | | | | | | | | | 2, 680 |
| II | | 2 | 758 | 1, 409 | 143 | 64 | 11 | 3 | | | | | | | | | 2, 590 |
| III | | | 2 | 760 | 1, 396 | 418 | 115 | 33 | 2 | 2 | | | 1 | | | | 2, 729 |
| IV | | | | 5 | 758 | 1, 490 | 437 | 167 | 50 | 10 | 3 | 2 | | | | | 2, 922 |
| V | | | | | 7 | 714 | 1, 475 | 437 | 192 | 75 | 21 | 4 | 1 | | | | 2, 926 |
| VI | | | | | | 27 | 733 | 1, 332 | 525 | 193 | 74 | 21 | 4 | 2 | | | 2, 911 |
| VII | | | | | | | 14 | 647 | 1, 365 | 532 | 250 | 106 | 17 | | 1 | | 2, 932 |
| VIII | | | | | | | | 18 | 706 | 1, 355 | 596 | 316 | 59 | 6 | 1 | | 3, 057 |
| IX | | | | | | | | | 39 | 873 | 1, 411 | 667 | 187 | 28 | 1 | 1 | 3, 207 |
| X | | | | | | | | | | 26 | 941 | 1, 439 | 551 | 163 | 19 | 7 | 3, 146 |
| XI | | | | | | | | | | 1 | 39 | 922 | 1, 101 | 410 | 80 | 19 | 2, 572 |
| XII | | | | | | | | | | | | 38 | 851 | 1, 026 | 283 | 65 | 2, 263 |
| Post graduate, first year | | | | | | | | | | | | | 3 | 11 | 10 | 1 | 25 |
| Special | | | 5 | 10 | 29 | 44 | 59 | 62 | 97 | 102 | 85 | 70 | 13 | 23 | 9 | 2 | 610 |
| Total | 840 | 2, 237 | 2, 257 | 2, 357 | 2, 552 | 2, 762 | 2, 844 | 2, 699 | 2, 976 | 3, 169 | 3, 420 | 3, 585 | 2, 788 | 1, 669 | 404 | 95 | 36, 654 |

SUMMARY, HARTFORD AREA

| | Under 5 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | Over 18 | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Kindergarten | 857 | 1, 104 | 5 | 1 | | | 1 | | | | | | | | | | 1, 968 |
| I | | 304 | 1, 056 | 110 | 12 | 5 | 1 | | | 1 | | | | | | | 1, 489 |
| II | | 1 | 257 | 1, 019 | 161 | 13 | 2 | | | | | | | | | | 1, 453 |
| III | | | 4 | 273 | 966 | 251 | 40 | 4 | 1 | 1 | | 1 | | | | | 1, 541 |
| IV | | | | 7 | 308 | 904 | 261 | 71 | 14 | 2 | | | | | | | 1, 567 |
| V | | | | | | 291 | 953 | 298 | 94 | 12 | 7 | 3 | | 1 | | | 1, 659 |
| VI | | | | | | 7 | 379 | 823 | 307 | 98 | 21 | 2 | 1 | | | | 1, 638 |
| VII | | | | | | | 15 | 424 | 859 | 354 | 174 | 53 | 8 | 1 | | | 1, 888 |
| VIII | | | | | | | | 19 | 502 | 733 | 336 | 191 | 47 | 3 | | | 1, 831 |
| IX | | | | | | | | | 28 | 602 | 1, 034 | 475 | 190 | 26 | 7 | 1 | 2, 363 |
| X | | | | | | | | | | 31 | 593 | 1, 074 | 454 | 124 | 25 | 3 | 2, 304 |
| XI | | | | | | | | | | 1 | 40 | 554 | 884 | 417 | 106 | 31 | 2, 033 |
| XII | | | | | | | | | | 1 | 2 | 50 | 489 | 587 | 200 | 55 | 1, 384 |
| Post graduate first year | | | | | | | | | | | | | 3 | 24 | 10 | 8 | 45 |
| Special | | 1 | 4 | 20 | 49 | 68 | 101 | 96 | 98 | 107 | 90 | 53 | 4 | | | | 691 |
| Total | 857 | 1, 410 | 1, 326 | 1, 430 | 1, 496 | 1, 539 | 1, 753 | 1, 735 | 1, 903 | 1, 943 | 2, 297 | 2, 456 | 2, 080 | 1, 183 | 348 | 98 | 23, 854 |

## SUMMARY, NEW LONDON AREA

| | Under 5 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | Over 18 | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Kindergarten | 147 | 400 | 29 | | | 1 | | | | | | | | | | | 577 |
| I | | 235 | 472 | 135 | 22 | 2 | 2 | | | | | | | | | | 868 |
| II | | | 157 | 436 | 144 | 36 | 9 | 1 | | | | | | | | | 783 |
| III | | | | 157 | 415 | 157 | 53 | 7 | 3 | | 1 | | | | | | 793 |
| IV | | | | 1 | 170 | 435 | 147 | 57 | 18 | 3 | | | | | | | 831 |
| V | | | | | | 169 | 397 | 148 | 80 | 17 | 3 | 1 | | | | | 815 |
| VI | | | | | | 5 | 156 | 356 | 171 | 66 | 35 | 8 | | | | | 797 |
| VII | | | | | | | 2 | 181 | 375 | 176 | 72 | 28 | 6 | | | | 840 |
| VIII | | | | | | | | 8 | 171 | 436 | 354 | 179 | 74 | 16 | 2 | | 1, 240 |
| IX | | | | | | | | | 8 | 69 | 259 | 272 | 157 | 31 | 15 | 4 | 815 |
| X | | | | | | | | | | 8 | 72 | 236 | 246 | 71 | 33 | 8 | 674 |
| XI | | | | | | | | | | | 9 | 67 | 247 | 188 | 88 | 20 | 619 |
| XII | | | | | | | | | | | | 9 | 79 | 191 | 110 | 34 | 423 |
| Post graduate, first year | | | | | | | | | | | | | 1 | 8 | 16 | 11 | 36 |
| Special | | 1 | | 1 | 5 | 17 | 9 | 10 | 15 | 15 | 16 | 10 | | | | 1 | 100 |
| Total | 147 | 636 | 658 | 730 | 756 | 822 | 775 | 768 | 841 | 790 | 821 | 810 | 810 | 505 | 264 | 78 | 10, 211 |

## SUMMARY, WATERBURY AREA

| | Under 5 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | Over 18 | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Kindergarten | 392 | 639 | 4 | | | | | | | | | | | | | | 1, 035 |
| I | | 505 | 781 | 113 | 7 | 2 | 2 | | 1 | | | | 1 | | | | 1, 412 |
| II | | | 338 | 691 | 174 | 55 | 14 | 2 | 2 | | | | | | | | 1, 276 |
| III | | | 2 | 359 | 678 | 208 | 86 | 21 | 5 | 1 | | | | | | | 1, 360 |
| IV | | | | | 333 | 725 | 251 | 78 | 43 | 11 | | | | | | | 1, 441 |
| V | | | | | 2 | 337 | 708 | 245 | 89 | 37 | 6 | 5 | 1 | | 1 | | 1, 431 |
| VI | | | | | | 1 | 308 | 704 | 227 | 126 | 41 | 18 | 2 | | 1 | | 1, 428 |
| VII | | | | | | | 11 | 325 | 600 | 255 | 125 | 74 | 8 | | | | 1, 398 |
| VIII | | | | | | | | 2 | 402 | 551 | 266 | 131 | 41 | 6 | | | 1, 399 |
| IX | | | | | | | | | 21 | 587 | 787 | 425 | 142 | 29 | 1 | 1 | 1, 993 |
| X | | | | | | | | | 1 | 41 | 451 | 680 | 305 | 93 | 18 | 4 | 1, 593 |
| XI | | | | | | | | | | 1 | 27 | 470 | 631 | 248 | 74 | 11 | 1, 462 |
| XII | | | | | | | | | | | | 12 | 426 | 524 | 172 | 36 | 1, 170 |
| Post-graduate first year | | | | | | | | | | | | | | 11 | 4 | 2 | 17 |
| Special | | | | | 2 | 1 | 1 | 11 | 21 | 36 | 34 | 34 | 31 | | | | 171 |
| Total | 392 | 1, 144 | 1, 125 | 1, 163 | 1, 196 | 1, 329 | 1, 381 | 1, 388 | 1, 412 | 1, 646 | 1, 737 | 1, 849 | 1, 588 | 911 | 271 | 54 | 18, 586 |

## CHANGES IN SECONDARY-SCHOOL SUBJECT ELECTIONS FOR SEPTEMBER 1941

Of 78 public secondary schools reporting during the first week in June 1941, 40 indicated no market changes in subject elections for September 1941. Twelve private and parochial schools of secondary grade also report no change in prospect.

Marked changes in the total picture are indicated only in shop work and languages. Many more pupils have elected shop work, a movement initiated earlier than the defense program but undoubtedly accelerated by it.

A considerable shift from French to Spanish was reported with lesser decreases in German and Italian. Latin gains a little, four schools reporting increases and two reporting decreases.

Many schools report increased withdrawals to enter employment and several report increased interest in trade schools.

One school in a residential suburb reports that the percentage of its pupils enrolled in the college curriculum is to increase from 46 to 52 percent.

The only conclusion to be drawn from these reports is that to date the secondary schools of the State have not been greatly affected by the defense program.

### SHOP WORK

Thirty-two schools report increases in shop-work elections, distributed as indicated in the following table. Three report decreases. Additional courses are being opened and girls are being admitted in some cases for the first time.

| | Plus | Minus |
|---|---|---|
| Shop work and related subjects: | | |
| Industrial arts | 19 | |
| Woodworking | 1 | 1 |
| Machine shop | 4 | |
| Aeronautics | 1 | |
| Mechanical drawing | 6 | |
| Industrial mathematics | 2 | |
| Printing | | 1 |
| Auto mechanics | | 1 |
| Total | 33 | 3 |

### HOMEMAKING

Five schools report increased elections of homemaking subjects. None report any decrease.

### BUSINESS EDUCATION

The following increases are reported: Business (general field) four; office machines, one; retail selling, one. Four report decreases in stenography. One school reports a falling off in a consumers' education course.

### SOCIAL STUDIES

In view of the widespread discussion of international relationships, internal policies, and the "American way of living" increase in the selection of subjects in this field might be anticipated. Such is apparently not the case. One school reports an increase in history elections due to changes in college requirements; one a general increase in social studies; one town the development of a course on the Western Hemisphere. One reports a decrease in physical-geography elections.

### MATHEMATICS AND SCIENCE

Five schools report increases in chemistry or physics or both and two report decreases in biology.

One school indicates an increase in the course, Review of Mathematics; and two in mathematics.

### LANGUAGES

Thirteen schools reported increases in Spanish and 1 a decrease. Thirteen schools reported decreases in French, 4 in German, 3 in Italian, and 2 in Latin. Four reported increases in Latin and 1 each in French, Italian, and Polish.

### AGRICULTURE

One school reported an increase in agriculture.

## PROSPECTS OF A TEACHER SHORTAGE IN CONNECTICUT

### I. A. BAER, DIRECTOR OE RESEARCH AND PLANNING

Early in April a request was sent to superintendents throughout the State asking for information with respect to the probable demand for teachers for the coming year. Replies were received from superintendents representing 80 percent of the towns and almost 60 percent of the total number of teachers in the State.

Specifically, replies were received from 62 of the 77 town and city superintendents, and 10 of the 12 field supervisors. The total number of teachers represented was 5,931.

The 62 towns reported that 34 teachers had gone into military service since September 1940. Of the 34, 5 were elementary, 9 were junior high school, and 18 were high-school teachers; 1 special teacher and 1 member of the administrative staff also left for military service. Leaves of absence were granted to 31 of the 34. Two elementary and 1 high-school teacher seemingly were not granted leaves.

In the towns under State supervision, one elementary teacher only left for military service. A leave of absence was not granted.

Eleven teachers, 5 elementary, 2 junior high school, and 4 high school, left school work for industry or business. One of the junior high school teachers was granted a leave of absence.

The 62 towns reported 72 vacancies during the year, due to other causes than military service, 44 in the elementary grades, 5 in junior high school, and 23 in high school. A complete distribution of the reasons for these vacancies is not available, but among those given are 29 marriages, 11 resignations (reason not stated), 9 maternity leaves; 5 health, 3 to take better positions, and other scattered reasons.

### DIVISIONS OF SCARCITY

The superintendents who filled out the questionnaires named the following fields of difficulty in securing candidates: Art, commercial, domestic science or homemaking, industrial arts, mathematics, and a general supervisor in music. Men for the elementary schools also seem to be at a premium.

Most of the superintendents hestitated to hazard an opinion as to the extent of probable shortage, but of those answering, only nine believe the situation to be general, or at least State-wide. From this, it would seem that the situation is not acute, and perhaps not as serious as some reports would indicate.

Still subject to the draft are 459 men teachers, 74 in the elementary schools, 125 in junior high schools, and 260 in high schools. If all of these should be called during the coming year, it would make heavy inroads into the teaching ranks of the State. The probabilities, however, are that many of these men will receive a deferred classification by local draft boards, since the announced policy is against calling married men into service.

Superintendents and field supervisors anticipate 239 additional vacancies in June, 101 elementary, 53 junior high, and 85 in high schools. Out of a total of 5,931 teachers, this is an anticipated turn-over of only 4 percent. Even when the 117 vacancies that have already occurred are added to the 239, the percent rises to only 6, which is not excessive. In normal times, one expects a turn-over of about 5 percent from natural causes, and in the 1920's, the turn-over was as high as 10 and 12 percent.

The turn-over in high schools promises to be somewhat heavier than the average, inasmuch as a higher percentage of men teachers is found here. The increased demand for men in industry plus the calls of selective service will make for increased opportunities for women in the high schools. The only manifest shortage of qualified high-school teachers at present is for men teachers of industrial arts.

Most of the superintendents either failed to answer the question, "In what field do you anticipate a shortage of qualified candidates?" or answered "none." Those who answered the question indicated expected shortages in various fields, the most commonly mentioned being industrial arts, 18 times, and homemaking with 6 mentions. Art, physical education, and secondary without further designation were each mentioned 3 times.

One man says: "We have several candidates for every vacancy at this time"; while another writes, "Good teachers getting scarcer. Never had enough good ones." This last statement is the perennial contention of a small group of administrators.

### NO UNUSUAL TEACHER TURN-OVER

Unless the superintendents do not have the facts, it would seem that the teacher turn-over will not be unusually high, and that there will not be an acute shortage of qualified candidates. A shortage may occur in the field most directly affected by the defense program, namely industrial arts.

If the defense program continues, the high-school enrollments will tend to decrease because of increased employment opportunities. This will, in turn, tend to cause a decrease in the number of teaching positions, and thus tend to alleviate the shortage.

On the other hand, increasing employment opportunities also tend to cut down the supply of candidates in two ways, first because in the past few years many college graduates turned to teaching since other jobs were not available, and second, college enrollments will probably show a falling off because of employment and the draft, thus reducing the number of teachers in preparation.

Another variable is the increasing demand for women workers in industry. This may react unfavorably on high school and teachers college attendance, and further reduce the potential supply of teachers.

It seems reasonable to predict no serious shortage of teachers for the school year 1941–42, but the variables are such that a prediction beyond that time is little more than a guess.

## SOURCES FOR TEACHERS

### ELEMENTARY

The four State teachers colleges at Danbury, New Britain, New Haven, and Willimantic are the chief sources of supply for teachers of the elementary schools. Enrollment has for a good many years been regulated by the State board of education to meet the estimated need for teachers. No serious shortage is anticipated during the next 2 years.

The table below gives the number of graduates this year by colleges. The letter from the President of the New Britain State Teachers College quoted below calls attention to a loss of female graduates through marriage—an uncommon loss in recent years.

*Graduates, June 1941*

| | Elementary | Secondary | | |
|---|---|---|---|---|
| | | Business education | Industrial arts | Academic |
| Danbury | 41 | | | |
| New Britain | 56 | 14 | 11 | 22 |
| New Haven | 67 | | | |
| Willimantic | 25 | | | |
| Total | 189 | 14 | 11 | 22 |

NOTE.—This table does not include graduates via extension courses, because they are already employed.

### SECONDARY

The State Teachers College at New Britain prepares teachers for secondary schools in the academic fields of the social studies, English, mathematics and science, and also in the special fields of business education and industrial arts. The above table, "Graduates—June 1941," indicates 47. A number of the graduating men are to enter the Army during the summer or fall and, as a result, a shortage of arts and industries teachers is developing.

The University of Connecticut at Storrs also prepares teachers for the secondary schools, as do other colleges and universities in Connecticut and New England. The supply is likely to be adequate except as indicated above.

Teachers of special subjects, including art, are drawn largely from sources outside the State. The supply needed each year has in the past been so small that no facilities for preparing them have been developed. The university, however, is now preparing teachers of music for the public schools.

### ENROLLMENTS SEPTEMBER 1941

Figures reported by the presidents of the teachers colleges (June 9, 1941), indicate a considerable reduction in the totals of the entering classes. Estimates follow:

*Estimated entering classes September 1941 as of June 9, 1941*

| | 1911 | Change | Quota |
|---|---|---|---|
| Danbury | 60 | Slight decrease | 90 |
| New Britain | 120 | Considerable decrease | 155 |
| New Haven | 100 | Slight decrease | 115 |
| Willimantic | 50 | Same as in 1940 | 80 |

NOTE.—Selections for preparation as teachers will be made at the end of the second year.

A good share of the decrease is in the number of men. One president reports a probable lowering in quality but another is certain of an advance.

The lowering of the draft registration age to 18 and the registration of those who have become 21 since the first registration date will make for a still larger decrease in the number of men.

### DEFENSE

Two-thirds of these teachers have been drawn from industry, loaned with a guaranty that their jobs will be held for them. The other third has been from the unemployed. A few retired men 55 to 60 years of age, slower than younger men on production but capable of teaching, have been used with success. A minimum requirement of 7 years' trade experience was set but most of the instructors have had much more.

The quality has been good. Because industry expected to employ the persons trained, it has been careful to recommend well-qualified men.

Instructors are getting more and more difficult to obtain. One of the reasons is that in industry with long hours and overtime, earnings are much greater. The training program affords 8 or 9 hours only.

### MEMORANDUM

To: Mr. N. S. Light.
From: Dr. H. D. Welte.
Date: June 9, 1941.
Subject: Enrollments 1941—Graduates 1941.

DEAR MR. LIGHT: Confirming my telephone conversation with you this morning relative to probable enrollments for 1941–42 and the disposition of our 1941 graduates, I wish to report as follows:

1. Approximately 160 students [1] applied for admission to the freshman class in September. The average of the past 5 years has been about 225 so that the decrease is 40 percent.

2. There is more interest in teacher placement this year than at any time during the past 10 years. It seems quite likely that practically all graduates of the class of 1941, who are not inducted into military service or married, will have little difficulty finding employment. In some areas, the shortage is especially acute.

3. Following is a tabulation of the graduates and the availability for teacher placement: (Since the situation in industrial arts is acute, I am listing the young men in subsequent classes eligible for military service).

| Major field | Class of 1941 | | Eligible for military service | | |
|---|---|---|---|---|---|
| | Number | Military service | 1942 | 1943 | 1944 |
| Elementary | 55 | 3 | 1 | 0 | |
| English, social science | 16 | 3 | 4 | 3 | |
| Mathematics, science | 5 | 2 | 1 | 0 | |
| Business education | 14 | 3 | 3 | 1 | |
| Industrial arts | 11 | 7 | 11 | 5 | |
| Fifth year | 5 | | | | |
| Curriculum not selected | | | | | 7 |
| Total | 106 | 18 | 20 | 9 | 7 |
| Total military service, 57. | | | | | |

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[1] Because of conflicts with holiday engagements another registration day is to be held at New Britain.

4. A considerable number of students are contemplating marriage. Thus far, three girls in the senior class have been married and several young men will be married in the near future.

I hope these are the data you requested. If not, please feel free to call upon me.

H. D. Welte,
(Herbert D. Welte),
*President, Teachers College of Connecticut, New Britain.*

## Defense Training Program

### PREEMPLOYMENT TRAINING

The trend in preemployment training is toward a decline. The peak was reached in December of 1940. Industry has absorbed many of the available young men in Connecticut who have not already been trained so that the reservoir is rapidly diminishing. Work Projects Administration was supposed to have supplied 50 percent of those being trained in our defense-training program. However, in no case have they been able to supply this amount. (See chart.) Many of those left on Work Projects Administration are not adaptable to training, so it is reasonable to assume that a very small number will be obtained from Work Projects Administration in the future.

### SUPPLEMENTARY TRAINING

At the present time we have approximately 1,700 registered in our supplementary classes. This number will probably be maintained during the summer months and we expect considerable expansion in this type of training next fall. Many of the men in these classes are compelled to drop out because of conditions in their places of employment, such as, transfer from day shift to night shift and working overtime, which makes it physically impossible for them to attend classes regularly.

Classes have been and are being set up to train those who are employed in occupations other than defense industries. This group would include men such as store clerks, gas station attendants, etc. These men would attend classes at the schools in the evening, and would be required to submit to testing by the State employment service to prove their mechanical aptitude.

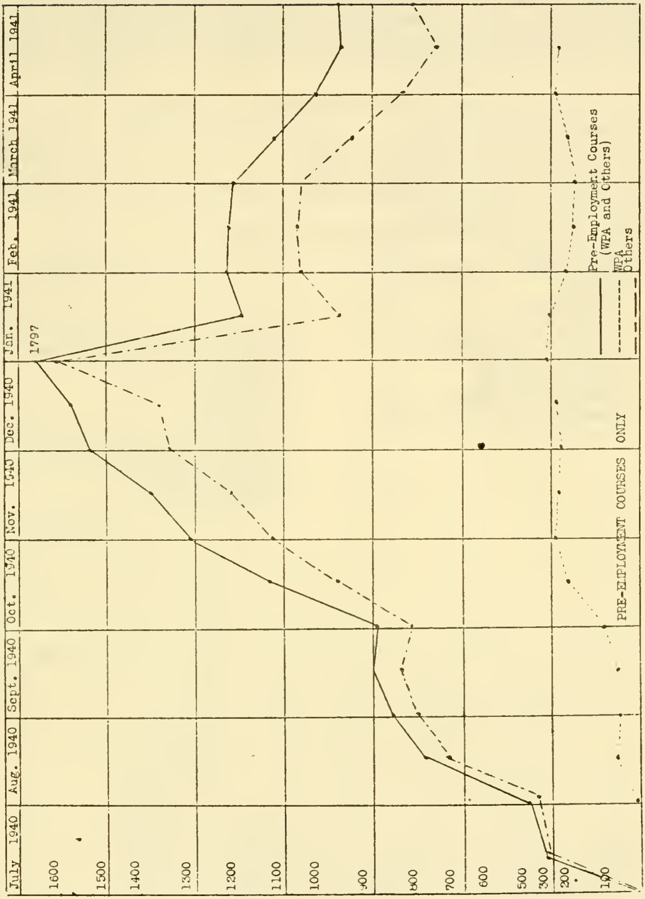
### WOMEN'S PREEMPLOYMENT TRAINING

We have two or three classes organized for this type of training, and we expect considerable expansion in the near future. Women will not lend themselves readily to some of the heavier types of machine operation, but can be used to advantage in such jobs as inspecting, assembling, foot-press operation, power-press operation, drill-press operation, milling-machine operation and screw-machine operation, and many similar jobs.

### ON-THE-JOB TRAINING

As the tempo of job training increases it may be necessary to train men and women in the factories for specific jobs. This means that in most cases industry would select men and women and pay them while they are in training, providing machinery and tools for this training purpose. We have three courses of this type in operation at the present time: One at the Billings & Spencer plant for the Pratt & Whitney Aircraft; one at the Russell Manufacturing Co. in Middletown, training men and women to weave gun belts; and another at Cheney Manufacturing Co. in Manchester, teaching women to weave parachute cloth. Only those at Billings & Spencer are paid. These men are trained to operate one machine and when they have become proficient they are transferred to the aircraft factory and continue to operate that machine on a production basis.

Following is a graph showing the training trends and also a statement showing the number and types of training that we have in operation at the present time.


PRE-EMPLOYMENT COURSES ONLY
Pre-Employment Courses (WPA and Others)
WPA
Others
July 1940
Aug. 1940
Sept. 1940
Oct. 1940
Nov. 1940
Dec. 1940
Jan. 1941
Feb. 1941
March 1941
April 1941
1797
1600
1500
1400
1300
1200
1100
1000
900
800
700
600
500
300
200
100

## Connecticut State Department of Education, Hartford

[Bull. II, May 19, 1941]

### ENROLLMENT DATA, DEFENSE TRAINING PROGRAM

A series of bulletins including courses of study that have been developed in defense training centers is being prepared by the State department of education. Bulletin I is a printed document describing the general organization of classes. This particular bulletin is concerned with enrollment trends during the past year. The bulletins that follow will consider such subjects as description of courses offered, courses of study in defense industries, history of the development of the defense training program and others.

### GENERAL DATA ON ENROLLMENT AND COURSES

| | |
|---|---|
| Total number trained to date | 7, 064 |
| Total number placed in employment to date | 5, 980 |
| Total number trained before July 1, 1940 | 751 |
| Total number trained since the defense training program started | 7, 064 |
| Total number centers before July 1, 1940 | 4 |
| Total number centers at present | 28 |
| Number new courses started within the past 2 months | 11 |
| Present enrollment: | |
| Work Projects Administration | 165 |
| Others | 771 |
| Supplemental | 1, 764 |

Girls' courses in operation at present:
- Red Cross Motor Corps.
- Blueprint reading.
- Parachute making.
- Parachute assembling.
- Parachute shroud line making.
- Tracer's course.

Possible girls' courses:
- Power sewing machine operation.
- Tracing.
- Mechanical drawing.
- Inspection.
- Assembling.
- Drill-press operation.
- Hand-screw machine operation.
- Milling-machine operation.
- Blueprint reading.
- Filing and fitting.

TABLE I.—*Defense training program, May 31, 1941*

| | Supplementary enrollment | | | Preemployment | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Present enrollment | | New enrollment May 15 to 31, 1941 | Cumulative enrollment 3,843 to Jan. 1, 1941 | Completed May 15 to 31, 1941 | Training 2,919 to Jan. 1, 1941 | Drop-outs | | Placed in employment | |
| | Present | New | Cumulative 4,970 to Jan. 1, 1941 | W.P.A. | Total | | | | | May 15 to 31, 1941 | 573 to Jan. 1, 1941 | May 15 to 31, 1941 | 2,003 to Jan. 1, 1941 |
| Ansonia, Pine Manual Training School | 30 | 1 | 5 | 6 | 19 | 20 | 122 | 19 | 117 | 1 | 9 | 3 | 55 |
| Bridgeport Trade School | 169 | 13 | 65 | 17 | 61 | 31 | 622 | 93 | 413 | 11 | 113 | 44 | 341 |
| Bridgeport Trade School, defense training course No. 1 | | | 14 | 18 | 36 | 2 | 520 | 16 | 332 | 6 | 152 | 8 | 320 |
| Bridgeport Trade School, defense training course No. 2 | (¹) | (¹) | (¹) | | | | | | | | | | |
| Bristol High School | | | | | 19 | 1 | 101 | 3 | 71 | | 10 | 3 | 82 |
| Danbury Trade School | | | | 6 | 35 | 14 | 170 | 4 | 76 | 8 | 55 | | 43 |
| Greenwich High School | | | | | 16 | 8 | 34 | 12 | 12 | 1 | 4 | | |
| Hartford, Bulkeley High School | | | | | 18 | 18 | 18 | | | | | | |
| Hartford Public High School | | | | 4 | 117 | 28 | 616 | 28 | 377 | 29 | 119 | 6 | 236 |
| Hartford Trade School | 159 | 51 | 176 | 18 | 118 | 29 | 576 | 21 | 251 | 28 | 213 | 3 | 91 |
| Hartford Training School, defense training course No. 1 | 696 | 329 | 970 | | | | | 148 | 1,779 | | | 148 | 1,779 |
| Manchester Trade School | 61 | 3 | 26 | 8 | 13 | 7 | 148 | 11 | 224 | 6 | 41 | 4 | 158 |
| Manchester Trade School, defense training course No. 1 | | | | (¹) | (¹) | (¹) | 40 | | 38 | | 2 | | |
| Manchester Trade School, defense training course No. 2 | 148 | 21 | 114 | | | | | | | | 5 | | |
| Meriden Trade School | 38 | 15 | 37 | | 9 | 4 | 124 | 8 | 96 | 2 | 20 | | 80 |
| Middletown Trade School | 29 | 3 | 34 | | 6 | 4 | 73 | 3 | 44 | 3 | 20 | | 29 |
| Middletown Trade School, defense training course No. 1 | | | | | 2 | | 51 | 10 | 37 | | 43 | 10 | 37 |
| Middletown Trade School, defense training course No. 2 | 21 | 11 | 24 | 5 | 12 | 5 | 28 | | 7 | | 9 | | 7 |
| Middletown Trade School, defense training course No. 3 | 173 | 2 | 178 | | | | | | | | | | |
| New Britain Trade School | 152 | 17 | 103 | 19 | 61 | 29 | 369 | 34 | 223 | 6 | 63 | 2 | 151 |
| New Britain Trade School, defense training course No. 1 | 21 | | 6 | | | | | | | | | | |
| New Haven, Boardman Trade School | 68 | 14 | 62 | 19 | 41 | 20 | 315 | 22 | 193 | 9 | 80 | 2 | 142 |
| New London, Chapman Technical High School | | | | 12 | 33 | 17 | 152 | 9 | 92 | 5 | 27 | 4 | 71 |
| Norwich Free Academy | | | | 8 | 18 | 5 | 98 | 7 | 72 | | 10 | | 43 |
| Putnam Trade School | 26 | 3 | 19 | | | | | | 22 | | | | 3 |
| Rockville High School | | | | | 9 | | 55 | 2 | 36 | | 8 | 2 | 32 |
| Stamford Trade School | 98 | 11 | 61 | 4 | 31 | 10 | 157 | 13 | 93 | | 27 | 1 | 55 |
| Torrington Trade School | 47 | 3 | 24 | 4 | 10 | 10 | 158 | 9 | 129 | 1 | 30 | 5 | 111 |
| Waterbury, Leavenworth High School | 40 | 18 | 40 | 12 | 57 | 7 | 187 | 4 | 115 | 3 | 30 | 2 | 94 |
| Willimantic Trade School | 10 | 7 | 24 | | 24 | 9 | 191 | 7 | 125 | 7 | 47 | | 66 |
| Willimantic Trade School, defense training course No. 1 | | | | | 25 | 17 | 111 | 8 | 62 | 10 | 32 | 5 | 47 |
| Total | 1,986 | 522 | 6,952 | 1,600 | 790 | 295 | 8,879 | 491 | 7,955 | 136 | 1,732 | 252 | 6,676 |

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¹ Discontinued May 1, 1941.

TABLE II.—*New courses opened since Mar. 15, 1941*

| Center | Preemployment course | Supplementary course | Code symbol | Date opened |
|---|---|---|---|---|
| Bridgeport Trade School |  | Red Cross Motor Corps, defense nursing. | RC-102 | Apr. 9, 1941 |
| Bristol High School | General machine |  | GM-139 | Apr. 21, 1941 |
| Hartford Public High School | do |  | GM-136 | Apr. 14, 1941 |
|  |  |  | GM-137 | Apr. 21, 1941 |
| Hartford Trade School |  | Airplane engine assembling. | AEA-102 | Apr. 23, 1941 |
| Middletown State Trade defense training center No. 2. | General machine |  | GM-133 | Mar. 17, 1941 |
|  |  |  | GM-122 | Apr. 29, 1941 |
| New Britain State Trade School | Foundry practice |  | FP-102 | Apr. 1, 1941 |
|  |  |  | FP-103 | Do. |
| New Haven, Boardman Trade School. |  | Machine trade theory. | MTS-101 | Mar. 24, 1941 |
| Waterbury, Leavenworth High School. |  | Screw machine set-up. | SMS-102 | May 12, 1941 |
|  |  |  | SMS-101 | Mar. 24, 1941 |
|  | Tracer's course |  | TR-101 | May 12, 1941 |
| Willimantic State Trade School |  | Welding | WS-101 | Apr. 14, 1941 |

DEFENSE TRAINING COURSES DISCONTINUED SINCE MAR. 15, 1941

|  |  |  |  |  |
|---|---|---|---|---|
| Middletown State Trade School | Gun belt making |  | GBM-102 | Mar. 21, 1941 |
| Defense training center No. 1. | Blueprint reading |  |  |  |
| Hartford State Trade |  |  | BP-105 | Mar. 27, 1941 |

TABLE III.—*Summary of courses, defense training program, May 13, 1941*

| Center | Courses |
|---|---|
| Ansonia | General machine. |
|  | Blueprint reading. |
| Bridgeport State Trade School | Hand screw machine. |
|  | Foundry practice. |
|  | General machine. |
|  | Radio circuit. |
|  | Analyzing. |
|  | Machine assembly. |
|  | Aircraft blueprint reading. |
|  | Automatic screw machine. |
|  | Foundry mathematics and blueprint reading. |
|  | Factory inspection. |
|  | Red Cross Motor Corps.[1] |
|  | Defense nursing. |
| Bridgeport Trade School, defense training center No. 1 | Aircraft metal working. |
|  | Aircraft blueprint reading. |
|  | Aircraft lay-out and design. |
| Bridgeport Trade School, defense training center No. 2 | Metallurgy. |
| Bristol High School | General machine.[1] |
| Danbury State Trade School | Do. |
| Greenwich High School | Welding. |
| Hartford Public High School | General machine.[1] |
| Hartford Trade School | Do |
|  | Blueprint reading. |
|  | Airplane engine assembling.[1] |
| Hartford State Trade School, defense training center No. 1 | Special machine. |
|  | Aircraft inpsection. |
| Manchester State Trade School | General machine. |
| Manchester State Trade School, defense training center No. 2 | Parachute making. |
|  | Parachute assembling. |
|  | Parachute shroud line making. |
| Meriden State Trade School | General machine, tool and die. |
| Middletown State Trade School | General machine. |
| Middletown State Trade School, defense training center No. 1 | Gun-belt making. |
| Middletown State Trade School, defense training center No. 2 | General machine.[1] |
| New Britain State Trade School | Do. |
|  | Automatic screw. |
|  | Blueprint reading. |
|  | Foundry practice.[1] |
| New Britain State Trade School, defense training center No. 1 | General machine. |
| New Haven, Boardman Trade School | Do. |
|  | Filing. |
|  | Machine trade theory.[1] |

TABLE III.—*Summary of courses, defense training program, May 13, 1941*—Con.

| Center | Courses |
|---|---|
| New London, Chapman Technical High School | General machine. |
| Norwich, Norwich Free Academy | Do. |
| Putnam State Trade School | Do. |
| Rockville, Rockville High School | Do. |
| Stamford State Trade School | Do. |
| Torrington State Trade School | Do. |
| Waterbury, Leavenworth High School | Do.<br>Screw machine set-up.<br>Tracer's course.[1] |
| Willimantic State Trade School | General machine.<br>Welding.[1] |
| Willimantic State Trade School, defense training center No. 1 | Arc welding. |
| Willimantic State Trade School, defense training center No. 2 | General machine.[1] |

[1] Courses opened since Mar. 15, 1941.

TABLE IV.—*Women's defense training courses—enrollment May 15, 1941*

| Center | Supplementary courses | Code symbol | Total enrollment, May 1, 1941 | Net enrollment, May 1, 1941 |
|---|---|---|---|---|
| Bridgeport State Trade School. | Red Cross Motor Corps | RC-101 | 54 | 16 |
| | | RC-102 | 13 | 10 |
| Do | Defense nursing [1] | DN-101 | | |
| Hartford State Trade School | Blueprint reading | BP-101 | 23 | 8 |
| Manchester State Trade School, defense training center No. 2. | Parachute making | PMS-101 | 40 | 28 |
| | | PMS-102 | 38 | 30 |
| | Parachute assembly | PAS-101 | 14 | 12 |
| | Parachute shroud line making. | PSS-101 | 44 | 28 |
| | | PSS-102 | 58 | 28 |
| New Britain State Trade School. | Blueprint reading | BP-107 | 63 | 5 |
| Waterbury, Leavenworth High School. | Tracer's course (starting May 12, 1941). | TR-101 | | |
| Total | | | 347 | 165 |

[1] Defense nursing at Bridgeport Trade School is not yet in operation.

ALONZO G. GRACE.
*Commissioner of Education.*

TRANSPORTATION

Until more definite data are available no reliable information concerning transportation possibilities can be assembled. Falling enrollment figures in the cities and some towns have resulted in vacant classrooms and buildings which can be used. Hartford expects to absorb into its school system all the children housed in the new Flatbush area project (1,000 families) by a readjustment of attendance district lines. Little if any transportation will be involved.

In other cities the same procedure will undoubtedly be followed. In growing suburban areas this method will have little or no value.

A study of public-school transportation in the State is now in the printer's hands and should be available in a few weeks. Copies will be filed with the committee as soon as received from the printer.

*School expenditures, 1938–39*

| | Current expenses | Capital outlay | Interest on debt | Total | School grants |
|---|---|---|---|---|---|
| Bridgeport area: | | | | | |
| Bridgeport | $2, 104, 301. 15 | | $132, 681. 25 | $2, 237, 162. 40 | $81, 391. 70 |
| Easton | 28, 904. 20 | $537. 97 | 2, 025. 00 | 31, 467. 17 | 10, 792. 41 |
| Fairfield | 382, 714. 22 | 10, 194. 05 | 39, 984. 00 | 432, 892. 27 | 15, 705. 39 |
| Milford | 248, 275. 54 | 1, 061. 94 | 1, 912. 50 | 251, 249. 98 | 9, 468. 58 |
| Monroe | 31, 175. 31 | 585. 94 | 1, 817. 26 | 33, 578. 51 | 12, 536. 51 |
| Shelton | 149, 448. 79 | 1, 884. 89 | 3, 861. 25 | 155, 194. 93 | 6, 046. 78 |
| Stratford | 315, 428. 35 | 1, 021. 74 | 16, 925. 21 | 333, 375. 30 | 17, 491. 38 |
| Trumbull | 96, 724. 20 | 689. 87 | 7, 562. 50 | 104, 976. 57 | 12, 730. 11 |
| Area total | 3, 356, 971. 76 | 15, 976. 40 | 206, 948. 97 | 3, 579, 897. 13 | 166, 162. 86 |

*School expenditures, 1938–39*—Continued

| | Current expenses | Capital outlay | Interest on debt | Total | School grants |
|---|---|---|---|---|---|
| New London area: | | | | | |
| Groton | $157,757.14 | $8,659.77 | $7,668.32 | $174,085.23 | $5,013.93 |
| Ledyard | 27,253.55 | | | 27,253.55 | 16,256.00 |
| Montville | 89,294.16 | | | 89,294.16 | 8,662.72 |
| New London | 509,731.24 | 415.09 | 7,777.50 | 517,923.83 | 17,063.87 |
| Waterford | 118,672.27 | 214.98 | | 118,887.25 | 16,391.50 |
| Area total | 902,708.36 | 9,289.84 | 15,445.82 | 927,444.02 | 63,388.02 |
| Waterbury area: | | | | | |
| Middlebury | 39,576.21 | 77.97 | | 39,654.18 | 10,755.87 |
| Naugatuck | 229,814.65 | | | 229,814.65 | 9,039.68 |
| Prospect | 18,509.21 | 1,323.12 | 646.25 | 20,478.58 | 9,531.81 |
| Waterbury | 1,588,192.63 | 1,111.58 | 52,758.25 | 1,642,062.46 | 52,241.21 |
| Watertown | 147,395.06 | 3,633.97 | | 151,029.03 | 8,499.13 |
| Wolcott | 26,775.19 | 1,342.61 | 1,350.00 | 29,467.80 | 11,070.93 |
| Area total | 2,050,262.95 | 7,489.25 | 54,754.50 | 2,112,506.70 | 101,138.63 |
| State total | 28,764,271.61 | 1,654,600.46 | 1,515,538.91 | 31,934,410.98 | 1,880,509.46 |
| Hartford area: | | | | | |
| Avon | 44,472.59 | 84.00 | | 41,556.59 | 12,597.01 |
| Berlin | 80,031.53 | 1,692.66 | 4.396.00 | 86,120.19 | 5,126.30 |
| Bloomfield | 82,841.00 | 3,247.87 | 6,750.00 | 92,838.87 | 4,[illegible]16.47 |
| East Hartford | 321,209.12 | 1,976.19 | 23,898.18 | 347,083.49 | 10,190.37 |
| Farmington | 110,409.37 | 153,581.20 | 9,506.25 | 273,499.82 | 7,248.61 |
| Glastonbury | 102,056.28 | | 6,772.50 | 108,828.78 | 6,631.57 |
| Hartford | 3,564,696.41 | 347,473.70 | 359,064.00 | 4,271,234.11 | 89,298.41 |
| Manchester | 354,068.72 | | 29.541.25 | 383,609.97 | 15,516.44 |
| New Britain | 1,240,028.98 | 189,928.38 | 108,876.25 | 1,538,833.61 | 37,097.59 |
| Newington | 85,218.94 | 2,941.32 | | 88,160.26 | 4,220.89 |
| Plainville | 92,109.82 | 842.12 | | 92,951.94 | 4,877.73 |
| Rocky Hill | 46,413.16 | 309.54 | | 46,722.70 | 4.272.76 |
| South Windsor | 64.225.52 | 1,546.23 | 1.450.00 | 67,221.75 | 5,386.39 |
| West Hartford | 533,033.71 | 2,365.77 | 82,351.25 | 617,750.73 | 12.650.90 |
| Wethersfield | 161,166.47 | | 14,716.25 | 175,882.72 | 3,911.95 |
| Windsor | 172,342.36 | 2.117.50 | | 174,459.86 | 4.932.13 |
| Windsor Locks | 53,700.64 | | | 53,700.64 | 6,088.24 |
| Area total | 7,108,024.62 | 708,109.48 | 647,731.93 | 8,463,456.03 | 234.763.76 |

*School expenditures, 1939–40*

| | Current expenses | Capital outlay | Interest on debt | Total | School grants |
|---|---|---|---|---|---|
| Bridgeport area: | | | | | |
| Bridgeport | $2,090,900.16 | $1,341.68 | $124,306.25 | $2,216,528.09 | $78,270.37 |
| Easton | 30,130.25 | 1,249.75 | 1,890.00 | 33,270.00 | 11,830.97 |
| Fairfield | 392,054.50 | 10,375.61 | 39,080.00 | 441,510.11 | 17,569.63 |
| Milford | 243,660.35 | 240.30 | 1,237.50 | 245,138.15 | 9,314.30 |
| Monroe | 35,374.46 | 1,010.54 | 1,689.76 | 38,074.76 | 14,555.93 |
| Shelton | 145,879.71 | 6,331.43 | 3,138.75 | 155,349.89 | 5,926.19 |
| Stratford | 300,364.31 | | 16,925.21 | 317,289.52 | 15,699.85 |
| Trumbull | 89,403.33 | 75.00 | 7,184.25 | 96,662.58 | 13,915.34 |
| Area total | 3,327,767.07 | 20,624.31 | 195,451.72 | 3,543,843.10 | 167,082.58 |
| New London area: | | | | | |
| Groton | 158,929.38 | 5,537.88 | 7,354.88 | 171,822.14 | 5,230.33 |
| Ledyard | 28,121.45 | | | 28,121.45 | 16,019.80 |
| Montville | 90,325.76 | | | 90,325.76 | 8,928.60 |
| New London | 524,293.64 | 103,558.23 | 6,472.50 | 634,324.37 | 16,825.13 |
| Waterford | 119,467.95 | | | 119,467.95 | 13,033.22 |
| Area total | 921,138.18 | 109,096.11 | 13,827.38 | 1,014,061.67 | 60,037.08 |
| Waterbury area: | | | | | |
| Middlebury | 38,655.72 | 726.79 | | 39,382.51 | 11,534.94 |
| Naugatuck | 241,118.33 | | | 241,118.33 | 8,979.03 |
| Prospect | 20,130.78 | 586.04 | 618.75 | 21,335.57 | 11,041.34 |
| Waterbury | 1,675,737.26 | 1,758.30 | 43,481.25 | 1,720,976.81 | 51,353.48 |
| Watertown | 145,240.91 | 23,378.83 | | 168,619.74 | 11,234.09 |
| Wolcott | 28,948.01 | 409.95 | 1,308.00 | 30,665.96 | 12,468.49 |
| Area total | 2,149,831.01 | 26,859.91 | 45,408.00 | 2,222,098.92 | 106,611.37 |
| State total | 29,145,210.45 | 1,586,010.98 | 1,369.285.65 | 32,100,507.08 | 1,886,893.63 |

*School expenditures, 1939–40*—Continued

| | Current expenses | Capital outlay | Interest on debt | Total | School grants |
|---|---|---|---|---|---|
| Waterbury area—Continued. | | | | | |
| Avon | $43, 091. 45 | $260. 53 | | $43, 351. 98 | $12, 296. 56 |
| Berlin | 87, 089. 12 | 1, 978. 05 | $4, 160. 00 | 93, 227. 17 | 5, 565. 43 |
| Bloomfield | 84, 050. 45 | 1, 495. 84 | 6, 075. 00 | 91, 621. 29 | 5, 545. 59 |
| East Hartford | 321, 120. 01 | 1, 771. 01 | 22, 065. 62 | 344, 956. 64 | 9, 811. 19 |
| Farmington | 117, 030. 91 | 301, 884. 57 | 20, 816. 11 | 439, 731. 59 | 7, 208. 42 |
| Glastonbury | 103, 680. 18 | | 6, 187. 50 | 109, 867. 68 | 6, 885. 93 |
| Hartford | 3, 584, 250. 38 | 25, 542. 30 | 317, 484. 00 | 3, 927, 276. 68 | 88, 987. 06 |
| Manchester | 368, 572. 53 | | 26, 773. 75 | 395, 346. 28 | 16, 889. 55 |
| New Britain | 1, 248, 011. 79 | 111, 210. 33 | 97, 338. 75 | 1, 456, 560. 87 | 35, 679. 25 |
| Newington | 82, 107. 83 | 2, 528. 07 | | 84, 635. 90 | 3, 307. 10 |
| Plainville | 116, 870. 01 | 1, 170. 97 | 8, 275. 00 | 126, 315. 98 | 4, 994. 79 |
| Rocky Hill | 50, 354. 30 | 142. 00 | | 50, 496. 30 | 4, 565. 43 |
| South Windsor | 64, 455. 34 | 1, 971. 12 | 1, 350. 00 | 67, 776. 46 | 5, 404. 48 |
| West Hartford | 558, 165. 33 | 12, 063. 11 | 77, 791. 25 | 648, 019. 69 | 12, 589. 51 |
| Wethersfield | 166, 493. 91 | | 10, 313. 75 | 176, 807. 66 | 4, 080. 84 |
| Windsor | 172, 281. 18 | 2, 661. 41 | | 174, 942. 59 | 4, 935. 35 |
| Windsor Locks | 53, 635. 85 | 1, 630. 17 | | 55, 266. 02 | 5, 624. 45 |
| Area total | 7, 221, 260. 57 | 466, 309. 48 | 598, 630. 73 | 8, 286, 200. 78 | 234, 370. 93 |

*General financial data*

| | 1939 grand list | 1940 rate, mills per dollar | 1940 levy | Percent collected on all rate bills, current and prior levies, Mar. 31, 1941 | Debt at close of fiscal year ending in 1940 | |
|---|---|---|---|---|---|---|
| | | | | | Gross | Net |
| Bridgeport area: | | | | | | |
| Bridgeport | $245, 865, 380. 00 | 28. 3 | $6, 906. 635. 70 | 82. 3 | $14, 491, 865. 63 | $14, 491, 865. 63 |
| Easton | 3, 392, 698. 00 | 14. 0 | 47, 497. 77 | 91. 7 | 40, 000. 00 | 34, 937. 50 |
| Fairfield | 41, 804, 525. 00 | 22. 0 | 920, 948. 02 | 90. 1 | 1, 132, 000. 00 | 909, 064. 81 |
| Milford | 33, 950, 732. 00 | 22. 0 | 747, 820. 17 | 77. 9 | 466, 000. 00 | 466, 000. 00 |
| Monroe | 3, 315, 164. 00 | 18. 0 | 59, 672. 64 | 88. 5 | 48, 125. 00 | 48, 125. 00 |
| Shelton | 12, 876, 220. 00 | 28. 9 | 371, 916. 40 | 80. 9 | 435, 000. 00 | 431, 835. 04 |
| Stratford | 29, 560, 918. 00 | 28. 0 | 827, 708. 60 | 92. 6 | 1, 466, 000. 00 | 1, 466, 000. 00 |
| Trumbull | [1] 7, 591, 546. 00 | [1] 27. 0 | [1] 204, 974. 10 | [1] 91. 5 | 137, 000. 00 | 137, 000. 00 |
| New London area: | | | | | | |
| Groton | 14, 306, 629. 00 | 21. 0 | 300, 435. 91 | 84. 3 | 262, 000. 00 | 262, 000. 00 |
| Ledyard | 972, 862. 40 | 25. 0 | 24, 321. 56 | 89. 2 | 17, 000. 00 | 17, 000. 00 |
| Montville | 5, 844, 775. 00 | 31. 0 | 181, 190. 40 | 89. 3 | 80, 064. 77 | 80, 064. 77 |
| New London | 49, 940, 585. 00 | 28. 5 | 1, 423, 306. 67 | 91. 2 | 5, 699, 000. 00 | 5, 351, 371. 45 |
| Waterford | 8, 838, 145. 00 | 27. 5 | 243, 061. 44 | 71. 6 | 155, 000. 00 | 155, 000. 00 |
| Waterbury area: | | | | | | |
| Middlebury | 3, 949, 101. 00 | 16. 0 | 63, 208. 73 | 91. 3 | | |
| Naugatuck | 21, 033, 415. 00 | 23. 5 | 494, 533. 56 | 85. 1 | 523, 000. 00 | 523, 000. 00 |
| Prospect | 1, 133, 246. 00 | 18. 0 | 20, 398. 43 | 88. 9 | | |
| Waterbury | 167, 199, 550. 00 | 32. 5 | 5, 434, 109. 76 | 82. 6 | 18, 670, 500. 00 | 18, 668, 514. 36 |
| Watertown | 11, 068, 045. 00 | 23. 0 | 254, 594. 69 | 89. 5 | 25, 000. 00 | 25, 000. 00 |
| Wolcott | 2, 233, 694. 00 | 17. 0 | 37, 959. 81 | [2] 91. 4 | 44, 000. 00 | 44, 000. 00 |
| Hartford area: | | | | | | |
| Avon | 3, 766, 764. 00 | 16. 5 | 62, 151. 61 | 99. 9 | | |
| Berlin | 7, 858, 242. 00 | 19. 0 | 149, 310. 76 | 84. 4 | 117, 250. 00 | |
| Bloomfield | 7, 735, 558. 00 | 23. 0 | 177, 579. 83 | 87. 2 | 185, 511. 70 | |
| East Hartford | 37, 297, 383. 00 | 19. 6 | 732, 542. 85 | 83. 8 | 1, 337, 000. 00 | 1, 309, 491. 15 |
| Farmington | 8, 178, 774. 00 | 20. 5 | 167, 666. 53 | 90. 1 | 451, 000. 00 | |
| Glastonbury | 9, 397, 490. 00 | 25. 0 | 234, 937. 27 | 85. 5 | 221, 000. 00 | 207, 355. 58 |
| Hartford | 369, 187, 236. 00 | 29. 25 | 10, 798, 742. 67 | 90. 0 | 23, 336, 000. 00 | 20, 205, 353. 16 |
| Manchester | 36, 012, 296. 00 | 25. 0 | 900, 288. 25 | 90. 9 | 1, 860, 000. 00 | |
| New Britain | 106, 045, 574. 00 | 29. 25 | 3, 102, 368. 60 | 89. 9 | 6, 421, 000. 00 | 6, 126, 775. 71 |
| Newington | 7, 636, 237. 00 | 25. 0 | 190, 912. 54 | 87. 1 | 293, 000. 00 | 286, 253. 47 |
| Plainville | 9, 679, 646. 00 | 24. 0 | 232, 311. 32 | 82. 3 | 193, 576. 00 | |
| Rocky Hill | 3, 515, 052. 00 | 25. 0 | 87, 876. 30 | 81. 1 | 176, 000. 00 | |
| South Windsor | 3, 512, 839. 00 | 25. 0 | 89, 330. 21 | 81. 6 | 71, 000. 00 | 63, 368. 20 |
| West Hartford | 83, 558, 201. 00 | 19. 0 | 1, 587, 605. 82 | 93. 9 | 2, 598, 900. 00 | 2, 199, 949. 37 |
| Wethersfield | 15, 005, 840. 00 | 24. 0 | 360, 140. 57 | 91. 5 | 366, 000. 00 | |
| Windsor | 15, 575, 001. 00 | 22. 0 | 342, 723. 08 | 92. 7 | 213, 000. 00 | |
| Windsor Locks | 5, 796, 339. 00 | 24. 0 | 139, 112. 08 | 80. 6 | 330, 000. 00 | |

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[1] 1938–39 fiscal year.
[2] Aug. 31, 1940.

## TESTIMONY OF N. SEARLE LIGHT—Resumed

Mr. Sparkman. I wonder if you care to summarize the statement briefly, or would you rather proceed on a question-and-answer basis?

Mr. Light. I think I would rather proceed on a question-and-answer basis. That might save time.

Mr. Sparkman. I will ask you a few questions, then. I gather from reading your statement that in many localities in the State you either have overcrowded conditions already, or you have conditions which certainly indicate that if there is any appreciable increase you are not going to be able to handle it with your present facilities. Is that right?

Mr. Light. That is correct.

Mr. Sparkman. I notice also in your statement that the impact of the defense program really has not been felt yet. How do you explain that?

### MANY CHILDREN UNDER SCHOOL AGE

Mr. Light. Well, we have no data which really explain it. The inference we might draw from testimony of various superintendents, and so forth, is that most of the migrant workers with whom they have come in contact are young, and apparently the children among them are under school age.

The expectation on the part of various superintendents in the State is that the full impact of this thing is not going to be felt for a year and a half at least, possibly not for 3 years, until these chldren grow older and are of school age.

Mr. Sparkman. Well, is it not true also that a great many workers have come in without their families?

Mr. Light. Yes, sir.

Mr. Sparkman. Either not intending to move their families until the work looks steadier or perhaps waiting until their children finish the school year in their respective home districts?

Mr. Light. Apparently a good many of them are waiting to see how durable this arrangement is before they move their families.

Mr. Sparkman. I notice in one of the reports—I don't believe it was yours—a classification of these workers who have come in here. They were classified as single, married, and "boomers." Do you classify them that way?

Mr. Light. No; that didn't come from this report.

Mr. Sparkman. And you are not able to explain that to me—just what a "boomer" is?

Mr. Light. No; I couldn't do that.

Mr. Sparkman. If only 50 percent of the thousands of workers now being added to Connecticut's pay rolls were family men, is it not likely that additional facilities will be required?

Mr. Light. Yes, sir. It will depend a good deal on where they settle.

Mr. Sparkman. In other words, in some places you do have sufficient facilities?

Mr. Light. Yes, sir.

### ASCRIBES DIFFERENCES TO LANHAM ACT

Mr. SPARKMAN. And I notice in your report that in some places you are overcrowded now and in other places you say that no further reserves are available; and in other places you say that Federal aid is anticipated; and in still other places, you say there will be no Federal aid. Just why do those differences exist?

Mr. LIGHT. Well, as far as Federal aid is concerned, the general understanding is that the provisions of the Lanham bill will be available only to those communities in which there are Federal housing projects. Now, some of these communities which are overcrowded are facing a rather difficult situation, either now, actually, or in September in prospect. They will not be eligible because they have no Federal housing projects in prospect.

Mr. SPARKMAN. You refer to the Lanham Act that has just recently passed and is in conference now between the two houses?

Mr. LIGHT. That is correct.

Mr. SPARKMAN. And there is no such provision in the Lanham Act, is there?

Mr. LIGHT. No.

Mr. SPARKMAN. But that is just the understanding that you have?

Mr. LIGHT. That is the understanding that we have. We are so informed by the representative of the Office of Education of the Department of the Interior, who has been working with us, studying the problem here in Connecticut.

Mr. SPARKMAN. They say that they will tie it up with Federal housing projects?

Mr. LIGHT. Yes.

Mr. SPARKMAN. On the theory that the Federal housing projects take away from your tax rolls?

Mr. LIGHT. That is correct.

Mr. SPARKMAN. I notice that statement in your paper.

Mr. LIGHT. That is correct. Private housing will add to the tax rolls.

Mr. SPARKMAN. I am frank to say I had never heard that as being one of the provisions in the act, or even the intention of the act. As a matter of fact I have understood all along that the Government was encouraging private houses everywhere that they possibly could be built, and that the purpose of the Lanham Act was to give relief where those facilities were unduly taxed by reason of a heavy defense program. I didn't know that it was intended that housing should be tied up with it at all. I was interested in that statement in your paper.[1]

Mr. CURTIS. Mr. Sparkman, if you will yield to me for a moment.

Mr. SPARKMAN. Certainly.

Mr. CURTIS. Isn't it true that the administration of the Lanham Act was delegated to a number of agencies? In some instances the United States Housing Authority will receive a certain portion of the money for development in a given area, and then perhaps in some other place a different Government agency will handle it. Have you inquired into that?

Mr. LIGHT. No; we have gotten so many reports of different tenors.

Mr. CURTIS. I think under investigation you will find the Lanham Act is farmed out in its administration.

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[1] The Lanham Act, as amended and approved, subsequent to the hearing, appears in San Diego hearings, p. 5007.

### SITUATION AT MILFORD

Mr. Sparkman. Mr. Light, will you comment specifically on the school situations at Milford and Groton?

Mr. Light. Yes; for Milford I have the figures up to date as of yesterday. The situation there is that the schools have been and were previous to this influx there, what you might call full for all practical purposes. There is an increase of 95 in the elementary schools and they anticipate a further increase of 100 in the elementary schools this coming September. There was a little increase in high school attendance but not in proportion to the increase in attendance at elementary schools, which indicates that these are younger families who are moving in.

Mr. Sparkman. When was the increase of 95?

Mr. Light. That was in April.

Mr. Sparkman. There will be a total increase in two seasons of 195?

Mr. Light. Correct.

Mr. Sparkman. Added to what number? What was your base number, approximately?

Mr. Light. The total elementary school attendance runs to about 2,200 or 2,300.

Mr. Sparkman. And to that number will be added the 195?

Mr. Light. That is right.

Mr. Sparkman. In other words, that is approximately 10 percent increase?

Mr. Light. Correct.

Mr. Sparkman. But the high school increase will be small?

Mr. Light. Yes; the increase will be small, but they are overcrowded now.

Mr. Sparkman. What about Groton?

Mr. Light. May I go on? There is more to the Milford situation.

Mr. Sparkman. Certainly.

Mr. Light. There will be six rooms on part time—that is double sessions in the elementary schoolroom next year, one group of children attending in the morning and another group attending in the afternoon.

### SUMMER COTTAGES CONVERTED

The difficulty at present is the uncertainty in the situation caused by the tendency to convert a large number of beach cottages into permanent, year-around residences. The real estate men advise us that there will be a very considerable increase in that procedure after the close of the summer season. Milford has a summer population of about 10,000 in addition to its normal population. Now an unknown number of those cottages will be converted this fall into year-around residences. In addition to that, they are completing about 1 new house a day in the town. Permits for some 30 were issued last Friday in one block. So that the Milford situation is becoming a little worse all the time. The only defense industry within the town is a small plant employing about 100.

Mr. Sparkman. Therefore, you do not look for any Federal aid there under the Lanham Act?

Mr. Light. Correct.

Mr. Sparkman. That will be a State policy?

Mr. Light. That is our understanding of the policy to be pursued under this particular Lanham Act.

### SITUATION AT GROTON

Mr. Sparkman. What about Groton?

Mr. Light. If I may, I would like to ask Mr. Nichols to answer that. He has been down there recently. Mr. Nichols is the supervising architect.

Mr. Sparkman. Then let him come up and sit with you or any others who may be working with you.

## TESTIMONY OF J. E. NICHOLS, SUPERVISOR OF BUILDINGS AND PLANS, STATE DEPARTMENT OF EDUCATION, HARTFORD, CONN.

Mr. Sparkman. In order that the record may be complete, will you state your name and address?

Mr. Nichols. J. E. Nichols, supervisor of buildings and plans in the State department of education, Hartford, Conn.

Mr. Sparkman. Will you answer the question with respect to the Lanham Act, please?

Mr. Nichols. In Groton, the principal pick-up in school enrollment will be due to men coming in to the submarine base and to work at the Electric Boat Co. They are settling in two areas primarily, one near the submarine base where the United States Housing Authority is building 200 housing units, and the other at the Electric Boat Co., where 400 units are either under construction or projected.

At the submarine base there is now a 2-room school and a 1-room school, making a total of 3 rooms, but we expect an increase in that area of about 150 pupils, and of course the facilities there now will have to be tremendously increased.

In the Electric Boat Co. area we expect about 300 additional pupils, elementary school pupils, which will practically double the size of the school that is there now.

There hasn't yet been any great increase in the number of pupils, either high school or elementary, but the men are only just now moving into the houses that have been erected and, of course, other houses will soon be made available, so that we are expecting a pick-up next year and certainly a great deal more the year following.

Mr. Sparkman. Now, as I understand your interpretation of the Lanham Act, that place will be eligible for Federal aid?

Mr. Nichols. Yes. I have listened to the conversation here, and our understanding of this is that the Lanham Act makes available $150,000,000 that is to be used for water supply, sewage disposal, and a great many other things, of which schools are only one. Perforce we are going to have to limit that. There is hardly any chance of getting money until it is absolutely necessary.

Mr. Sparkman. It will be scattered a little thin.

Mr. Nichols. Yes; and it will be only in those places where we absolutely have to have schools, and probably the basis of determination will be placed on whether or not those areas have defense housing.

### NUMBER OF PUPILS PER TEACHER

Mr. Sparkman. What was your teacher load for last year?

Mr. Nichols. In Groton?

Mr. Sparkman. Well, I really would like to have it for the State.

Mr. Nichols. I haven't it here.

Mr. Sparkman. Do you have it for the entire State, Mr. Light?

## TESTIMONY OF N. SEARLE LIGHT—Resumed

Mr. Light. No; but there is a wide range. It is about 32 per teacher.

Mr. Sparkman. And you say there is a wide range. I wonder what the maximum and minimum might be, or about how wide a range might be expected.

Mr. Light. I wouldn't be surprised if there were some with over 50, and at the lower end probably some with approximately 10 or a dozen.

Mr. Sparkman. In other words, you would have teachers handling as many as 50 or more pupils?

Mr. Light. Oh, yes.

Mr. Sparkman. Are the children of nonresidents permitted to enter school without the payment of tuition?

Mr. Light. Oh, yes; but I would like to qualify that. If they have moved into a town and are resident in the town, the children would become immediately subject to the attendance laws and must attend school.

Mr. Sparkman. And of course you do not require tuition?

Mr. Light. In some cases tuition is collected—when, for instance, the families are brought into the State by placement agencies.

Mr. Sparkman. But a person just moving in ordinarily to participate in this defense program——

Mr. Light. No; no tuition is charged.

### DEFENSE TRAINING IN SCHOOLS

Mr. Sparkman. And that is really the migration that we are more concerned with. We can recognize the fact that there would be exceptional cases as you state, in your placement service. For instance, what changes, if any, have been made in the last year or so with reference to defense training in your schools as contrasted to the old classical training?

Mr. Light. You are thinking now of the public schools?

Mr. Sparkman. Yes.

Mr. Light. Or trade schools?

Mr. Sparkman. Public schools.

Mr. Light. There is an increase in the amount of industrial arts work. There has been the purchase of some machinery, as far as market conditions permit in some cases, but no very great changes, sir.

Mr. Sparkman. Have your schools here always carried these vocational training courses—your public schools, I am referring to now?

Mr. Light. No; very few. And most of them have not been treated as vocational training courses. They are prevocational rather than vocational.

Mr. SPARKMAN. Do you anticipate any further change in your junior high school courses in defense training?

Mr. LIGHT. Not very much in the junior high schools. There would be an acceleration in the development of the industrial-arts program in all of those schools, junior and senior high.

Mr. SPARKMAN. Now, when you say "not much in the junior high schools," do you mean to infer that there will be more in the senior high schools?

Mr. LIGHT. Yes; more in the senior high schools.

### MORE DROP-OUTS TO TAKE JOBS

Mr. SPARKMAN. How does the age of those leaving high school in the past year compare with those leaving in previous years?

Mr. LIGHT. The number of drop-outs for employment reasons has increased very sharply this last year and it seems likely to increase in the future.

Mr. SPARKMAN. Do your high schools close earlier in the spring in order to release students for work?

Mr. LIGHT. Not any more than usual.

Mr. SPARKMAN. Do you anticipate any of them opening later in the fall or will that run along about the same as usual?

Mr. LIGHT. There are rumors that that will be done in some of the agricultural communities.

Mr. SPARKMAN. And that will be to supply agricultural rather than industrial labor?

Mr. LIGHT. That is right.

Mr. SPARKMAN. Has the State Employment Service cooperated with the high schools in placements and vocational guidance of the students?

Mr. LIGHT. Yes.

Mr. SPARKMAN. Mr. Chairman, that is all I have.

The CHAIRMAN. Mr. Curtis?

### TYPE OF BUILDING RELATED TO HOUSING

Mr. CURTIS. In reference to additional buildings and plant equipment for schools made necessary by these defense families coming in, do you men favor the building of temporary or permanent structures to meet that need?

Mr. LIGHT. It depends on the type of housing that is erected. If it is temporary housing then we have tried to counsel these communities against any heavy investment in permanent school buildings; where the housing erected is fairly permanent in nature, then they have to face the possibility that that influx may be with them for a good many years, and that changes the problem.

Mr. CURTIS. As school executives, are you proceeding on the theory that these people will leave you—great numbers of them—when the defense program is over?

Mr. LIGHT. Well, we are a little wary in laying our plans here because of the changes which occurred during or following the World War, when the situation was similar and at which time we had considerable out-going of these workers from communities. The population dropped terribly and we are just a little wary as to what may happen.

Most of the school administrators in this State are not as yet positive in their own minds that this is even a 5-year situation that they are confronting, and consequently they are a little cautious about recommending any very heavy capital investments.

Mr. Curtis. You have a burden in the schools here by reason of this defense migration. Where is the greatest emergency, the teacher load or your plant equipment?

Mr. Light. At the present time it is hitting us hardest in the few communities mentioned—Milford and so on—in the building load.

Mr. Curtis. That is all I have, Mr. Chairman.

### EFFECT OF DRAFT ON TEACHER SUPPLY

Mr. Sparkman. Is the draft affecting your teacher situation?

Mr. Light. Only slightly. There have been only a few places where it has been bothersome.

Mr. Sparkman. I think you said there were 48 of your teachers still subject to the draft?

Mr. Light. That is right.

Mr. Sparkman. But even if they all went it wouldn't seriously hamper your activities?

Mr. Light. Except in one or two areas. One of them is in the industrial areas where the supply of industrial arts teachers is being cut off by the draft.

Mr. Sparkman. If the proposed amendment goes through reducing the draft age to 28, will that give you some relief?

Mr. Light. Yes.

Mr. Sparkman. It would seem to me that if they are training these young people in the industrial arts they should be entitled to preferment.

Mr. Light. The trouble is most of them are not engaged in work which is connected with the defense program. It is a general arts program as distinguished from the defense program. It is part of a general education rather than strictly for defense.

Mr. Sparkman. In other words it is the normal training program instead of being set up in connection with the defense program?

Mr. Light. Yes, sir.

Mr. Sparkman. That is all, Mr. Chairman.

The Chairman. Is the supply of teachers going to be a problem?

Mr. Light. It will be a problem this coming September in a few areas like the industrial arts areas. It will be no problem as far as elementary schools or general academic subjects in the high schools are concerned, but there will be some difficulty in getting industrial arts teachers.

The Chairman. Thank you very much, gentlemen, for your valuable contribution. The committee will stand adjourned until 2 p. m.

(Whereupon, at 12:40 p. m., the committee adjourned until 2 p. m., the same day.)

### AFTERNOON SESSION

The committee met at 2 p. m.

The Chairman. The committee will please come to order.

I want to announce at this time that copies of statements made by witnesses are available to any persons interested in receiving them.

We have a sufficient number on the table for those attending this hearing, and you are perfectly welcome to help yourselves.

Our next witness is Mr. Nickerson and the gentlemen associated with him, from the Connecticut Manufacturers Association.

## TESTIMONY OF JOHN W. NICKERSON, CHAIRMAN OF THE EMERGENCY EMPLOYMENT COMMITTEE OF THE MANUFACTURERS ASSOCIATION OF CONNECTICUT, INC., MANCHESTER, CONN.

The CHAIRMAN. Will you please give your full name and address to the reporter for the purpose of the record?

Mr. NICKERSON. John W. Nickerson, Manchester, Conn.

The CHAIRMAN. And in what capacity do you appear here, Mr. Nickerson?

Mr. NICKERSON. I appear here as the chairman of the emergency employment committee of the Manufacturers Association of Connecticut, Inc.

The CHAIRMAN. Now, will you please be kind enough to give the names of the other members of the panel to the reporter?

Mr. NICKERSON. Yes, sir.

Mr. Ernest A. Stowell, employment manager of Underwood-Elliott-Fisher Co., Hartford, who is regional director of Training Within Industry, of the Labor Division of the Office of Production Management, Washington, D. C., and chairman of the committee on emergency employment problems of the Manufacturers Association of Connecticut.

Dr. Millicent Pond, employment manager of the Scovill Manufacturing Co., Waterbury, Conn.; chairman of the subcommittee on intrastate migratory labor of the committee on emergency employment problems of the Manufacturers Association of Connecticut, and vice president of the Connecticut chapter of the Society for the Advancement of Management.

Mr. Albert F. Snyder, industrial relations manager of the Winchester Repeating Arms Co., New Haven, Conn.

Mr. Donald S. Sammis, works manager of Underwood-Elliott-Fisher Co., Bridgeport, Conn., and member of the board of directors of the Manufacturers Association of Connecticut; a member of the committee on problems of intrastate migratory labor of the committee on emergency employment problems of the Manufacturers Association of Connecticut, and a member of the State subcommittee on defense housing, representing the Bridgeport area.

Dr. Albert S. Gray, director of the division of industrial hygiene of the State department of health, member of the joint committee on industrial health of the Manufacturers Association of Connecticut and the Connecticut State Medical Association.

Mr. Norris W. Ford, manager of the Manufacturers Association of Connecticut.

The CHAIRMAN. Mr. Nickerson, you have filed with the committee the material prepared by the Manufacturers Association of Connecticut, have you not?

Mr. NICKERSON, Yes, sir.

The CHAIRMAN. It certainly is voluminous and it is a very valuable document, and we are pleased to have it.

(The complete report referred to above is held in committee files. From it have been excerpted the statements of individuals appearing as witnesses, and these statements appear in the order of the testimony as given and recorded on pages following.

At this point there is introduced as a part of the record a statement by Mr. E. Kent Hubbard, president of the Manufacturers Association of Connecticut, which was written as a foreword to the material prepared by the Association. Mr. Hubbard's statement is as follows:)

## STATEMENT BY E. KENT HUBBARD, PRESIDENT, MANUFACTURERS ASSOCIATION OF CONNECTICUT

### FOREWORD TO REPORT OF MANUFACTURERS ASSOCIATION OF CONNECTICUT

Because a harsh early environment forced the acquisition of the first habit as a necessary weapon of self-preservation, Connecticut has had, almost without exception, her productive and manpower facilities ready for war ahead of her sister States. The versatility developed by these earlier hardships, as well as the disadvantages of location, likewise caused later generations of Connecticut workers and management to continue the habit of being first in peace, as well as in war, that they might continue to progress economically and socially.

From its earliest days in 1815, as The Society for the Encouragement of Connecticut Manufactories, through its corporate history since 1910, the directors, officers, committee members, and staff of the Manufacturers Association of Connecticut have conscientiously sought to discover and prescribe remedies for difficult problems before they reached an acute stage.

Seeing the inevitable trend toward international strife after Munich, and the invasion of Poland, the association started early to pave the way for action that would place the vast productive facilities of Connecticut in readiness to become once more, as in World War I, an "Arsenal of the Nation."

The association urged the formation of a State Defense Council. When, in June 1940, Governor Baldwin established the organization, he appointed me as president of the association, head of the industrial division of the council. The recommendations of this division for a survey of industrial facilities were accepted by the Governor and council and the survey made and the results compiled during the summer and fall of 1940.

Likewise, the association and many of its member executives worked in close cooperation with the Governor's committee on employment and the State department of education to inaugurate short, job-training courses during 1939 and 1940 for the training and retraining of manpower to fill the everexpanding requirements of industries engaged in defense production.

Forewarned by many months of increased manufacturing activity, and by a rapid decrease in the number of persons available for work, particularly the skilled and semiskilled workers, and by the knowledge that defense production activity was only in its initial stages, the association sponsored in March 1941, a meeting of its members to consider, with Ewan Clague, Director of Employment Security, Washington, D. C., and Leonard J. Maloney, director of the Connecticut State Employment Office, ways and means of launching a prompt attack upon rapidly developing emergency employment problems. A committee, representing Connecticut's leading, diversified industries from every section of the State, was appointed and organized to launch an exhaustive investigation and make procedural recommendations by July 1, 1941, on all emergency employment problems to all manufacturers in the State.

The progress reports of the prodigious labors of these busy men, who gave enthusiastically hundreds of hours they could ill afford to spend away from their regular duties, are recorded in the following pages for the thoughtful consideration of the Select Committee on Migratory Labor. Progress reports of other association activities closely related to the work of the committee on emergency employment problems have also been included to round out the picture of Connecticut's efforts to make America strong by making the individual stronger.

It is the earnest hope that this contribution toward the solution of the migratory labor problem is one which the members of the Select Committee may read not to contradict and confute, nor to believe and take for granted, but to weigh and consider for the best interests of American democracy.

## TESTIMONY OF JOHN W. NICKERSON—Resumed

The Chairman. Now, we have several witnesses this afternoon, and while we don't want to be in the position of curtailing your discussion, I would like to have the witnesses, in answering questions, be as brief as possible. As you know, we have only 2 days here, and there are many more witnessses to be heard this afternoon. That is the reason for my request.

I would also like to make a further suggestion, that the various members of the committee ask the witnesses prepared questions, and that we go through those before there is any general questioning. You are the moderator, Mr. Nickerson, and if we get into any trouble, it is your job to settle it. If you are a sucesss this afternoon, we may want to take you back to Washington with us. I think the first witness will be Mr. Sammis.

Mr. Nickerson. I do have a few remarks that I would like to make first, if I may. It will take but a few minutes, and you may rest assured our remarks will be brief.

The Chairman. Very well.

Mr. Nickerson. It is my function to introduce to you six representatives of Connecticut industry, who will very briefly sum up certain studies which have been in progress for months on these very problems which you are investigating.

The Army and Navy have now placed contracts in this State of well over a half billion dollars. This tremendous addition to our already weighty commercial problems has not only amplified the technical and organizational phases, but has set up an entirely unique array of employment problems.

### INDUSTRIAL CONFERENCE IN MARCH

It long ago became increasingly clear that not only must each plant solve these conditions individually, but that it was vital that there be a clearer understanding of the common problems so that intelligent coordination might be developed.

On March 21, 1941, the Connecticut Manufacturers Association sponsored a meeting in Hartford which was attended by over 200 representatives of Connecticut industry. The chairman of this meeting, Mr. D. S. Sammis, who is one of our witnesses today, introduced as the principal speaker Mr. Ewan Clague, Director of Employment Security, Washington, D. C. Mr. Clague presented the national situation on employment problems and policies, forecasting many of the very situations that today are demanding immediate action.

Major Leonard J. Maloney, director of the Connecticut State Employment Service, in addressing the meeting, discussed as imminent several conditions which today are universally recognized. He urged that a committee of members of the Connecticut Manufacturers Association be named to consider the problem of labor procurement from all angles.

### COMMITTEE ON EMERGENCY EMPLOYMENT PROBLEMS

Recognizing that the subjects presented at the Hartford meeting on March 21 were of State-wide and national importance, Mr. E. Kent Hubbard, president of the association, asked that a working committee be formed immediately.

On April 10, this committee on emergency employment problems was organized, a program adopted, subcommittees appointed and assigned their respective responsibilities. The group as a whole was selected so as to be representative of the entire State, both industrially and geographically, and representative of small as well as large industries.

These committees, comprised of men already very busy in their respective plants, have had many meetings which have also been attended by various State and Federal officials. All possible sources have been combed for data. This has not been for the purpose of accumulating merely statistical tabulations, but in order to formulate plans and recommendations for future policy.

In constant attendance at these meetings was Major Maloney, without whose efficient assistance and guidance the work could not have been nearly so effective. Our committee has been both astounded and gratified at the completeness of the data made available by Major Maloney and his organization, and it is to him that your committee should turn for statistical information on employment.

Upon learning that this Congressional Committee was to honor Connecticut first by investigating the status of its industry regarding these matters, the Committee on Emergency Employment Problems has assembled its up-to-the-moment findings and is presenting them in three sections, each section to be covered by a witness.

### SUBJECTS AND WITNESSES

On the subject, "Upgrading and Training," we present as witness, Mr. Ernest A. Stowell, employment manager, Underwood-Elliott-Fisher Co., Hartford, Conn.; regional director of "Training-Within-Industry," Labor Division of the Office of Production Management, Washington, D. C.; chairman of the Committee on Emergency Employment Problems of the Manufacturers' Association of Connecticut.

On the subject, "Intrastate and Interstate Migratory Labor," we present as witness, Mr. Millicent Pond, employment manager, Scovill Manufacturing Co., Waterbury, Conn.; chairman of subcommittee on intrastate migratory labor of the committee on emergency employment problems of the Manufacturers' Association of Connecticut; vice president of the Connecticut chapter of the Society for the Advancement of Management.

On the subjects, "Use of Available Labor Reserves in Connecticut" and "Employment Problems Concerning Minority Groups Including Race, Nationality, and Physically Handicapped," we present Mr. Albert F. Snyder, industrial relations manager of the Winchester Repeating Arms Co., New Haven, Conn.

So much for the committee on emergency employment problems.

The other three witnesses for the manufacturers' association will cover the questions of housing, industrial health, and national-defense contracts.

These subjects have been under constant study for many months by those who will appear before you.

In the knowledge that the Bridgeport area has been subjected to a serious impact in defense housing problems, and in the belief that the procedure followed in this area of bringing together into one group representatives of industry, real estate, utilities, housing authority, bankers, and municipal officials, is the soundest method of arriving at a rapid and satisfactory solution of the problems, the Manufacturers Association of Connecticut presents an authority on the Bridgeport defense housing problem and one also with knowledge of the State-wide defense housing problem as its witness:

Mr. Donald S. Sammis, works manager of Underwood-Elliott-Fisher Co., Bridgeport, Conn.; member of the board of directors of Manufacturers Association of Connecticut; member of the committee on problems of intrastate migratory labor of the committee on emergency employment problems of the Manufacturers Association of Connecticut; member of State subcommittee on defense housing representing the Bridgeport area.

The manufacturers of Connecticut are fortunate in that, to the best of our knowledge, Connecticut is the first State to initiate an effective program of industrial health, in which the State department of health, the State medical society, and the Manufacturers Association of Connecticut are working in close cooperation. The broad scope of this program and its modus operandi are presented by a witness who, in his official State capacity, is in a position to fully and properly appraise its value. We present as witness:

Dr. Albert S. Gray, director of division of industrial hygiene of the State department of health; member of the joint committee on industrial health of the Manufacturers Association of Connecticut, and the Connecticut State Medical Association.

An early conclusion on the part of the manufacturers' association that an inventory of Connecticut's industrial facilities was of paramount importance in speeding the Nation's rearmament program resulted in such an inventory being completed in the fall of 1940.

The necessary procedures for relating this inventory to information about currently available idle machinery is in operation with cooperating in-State organizations.

Also in a position of prime importance is the complex question of priorities as to their effect on the employment problem of manufacturers of defense and nondefense products.

We present as witness Mr. Norris W. Ford, manager of the Manufacturers Association of Connecticut.

I want to bring out strongly, Mr. Chairman, the fact that Connecticut industry is intensely desirous of working out this problem on a voluntary basis, so that the thing, which probably can be much better done voluntarily, may be done before it would seem to become necessary to order certain things to be done. And in that connection I cannot emphasize too strongly the cooperation we have had with Major Maloney and I am sure our work would have been futile if it had not been for that effort.

The CHAIRMAN. We heard Major Maloney this morning.

Thank you, Mr. Nickerson. If you have no objection we will hear from Mr. Sammis.

(At this point the prepared statement of Mr. Sammis was introduced as a part of the record. It is as follows:)

## STATEMENT BY DONALD S. SAMMIS, WORKS MANAGER, UNDERWOOD-ELLIOTT-FISHER CO., BRIDGEPORT, CONN.

### Report on Local Housing

### SUBCOMMITTEE ON LOCAL DEFENSE HOUSING FOR THE BRIDGEPORT METROPOLITAN AREA

This subcommittee is an outgrowth of the State committee on defense housing, of which the chairman of the Bridgeport subcommittee was appointed a member in October.

Shortly thereafter it became necessary, in order that the State program might be intelligently conducted, to gather pertinent facts and figures from the various industrial centers, indicating what the housing situation might be as industrial employment increased. In order to procure this information, it became desirable for each member of the State committee to organize a local committee in his own industrial area, which local committee would garner, digest, and present facts to the State defense housing committee.

The Bridgeport Metropolitan Area Committee was organized, therefore, on the basis of getting together in one group, representatives of industry, real estate, utilities, housing authority, bankers, and municipal officials. All these interests were included in the Bridgeport metropolitan subcommittee. The scope of the committee was to cover the residence area surrounding the Bridgeport industries and, therefore, includes, besides Bridgeport, Fairfield, Easton, Trumbull, Monroe, Stratford, and western half of Milford.

### LOW VACANCY, BIG INCREASE IN EMPLOYEES

The first problem presented to this subcommittee was to determine how many housing vacancies existed in the area and what the housing needs might be expected to be over a period of a year. The following facts were discovered: At the time of the survey, October 21, the available vacancies in Bridgeport were 110, quite a few of which were outside the reach of the ordinary industrial worker in price. This against a normal vacancy in the area of about 800 houses during the period of 1926–29. The towns surrounding Bridgeport had about the same general situation.

A survey was made of the industries in the area, covering about 100 plants, of which 92 reported, and these plants showed an estimated increase in expected employment by the end of 1941 of 12,000 workers. The State employment department informed us at the time that perhaps 2,000 of the individuals that were then on their employment rolls and now living within the area, would be available for industrial workers. The balance of the new workers would have to come from outside of the Bridgeport metropolitan area. The general proportion was about 78 percent male and 22 percent female. For the time being, the increase in employment in stores, restaurants, and other commercial places outside the industry, were not considered, although it is obvious that an increase in employment in industry would bring a corresponding increase in commerce.

### SLUM-CLEARANCE PROJECT

At the time this was going on, the Bridgeport Housing Authority was carrying on a slum-clearance project which would provide 1,700 dwelling units, an increase of about 900 over the houses that were demolished in the area. A study of the proportion of new wage earners, who might be locally housed already, those who would come here for work and only require rooming space, and those that would require family occupancy, indicated that we were going to be very much in need of housing over and above what private enterprise might build.

During the year 1940 about 1,200 homes were built by private enterprise in the area and it was anticipated that this pace would probably double in the year 1941. The record up to date indicates that this estimate is not very far out of line. Most of the houses built for private sale were in the class from $4,000 to $5,000 units and it was hoped that on the governmental end of the housing program, single-family homes might be built in about the $3,500 figure, which, in mass production, should give the same style of housing which was commonly most acceptable in the area under the private-purchase plan. Then ultimately, the Government-built houses might be sold to private ownership.

### ESTIMATE NEED AT 4,600 HOUSES

Early this year, following a careful determination of needs and an analysis of the figures then available, it was decided that about 4,600 houses would be necessary to meet critical needs of the area. With an estimate of 4,600 dwelling units needed and the expectation that private enterprise would construct 2,400, 2,200 were to be met by public construction.

In the meantime, the mayor of the city of Bridgeport had made an approach to the Federal Government for 600 single-family homes, to be constructed in what is called Success Park area. Later, because of the then limited available funds, it was found necessary by governmental authority to substitute row housing for this-single family housing request, and 600 row-type family occupancies were approved for this area and are now being constructed. Before the final decision, however, many conferences were held both in Bridgeport and Washington on the subject, trying to find sufficient funds to put up single family homes.

With these 600 allowed for, it left 1,600 additional homes to be provided by Federal agencies, and with the aid of the Federal Coordinator, Justin Hartzog, of Mr. Palmer's office, we were able to present our needs to the proper authorities in Washington, and the 1,600 homes were authorized for this area—part to be built in Stratford, part to be built in Fairfield, and part to be built in Bridgeport. These 1,600 homes were authorized on the basis of either single-family homes or duplex homes, which was satisfactory to local interests as well as the governmental agencies. These projects are now under the jurisdiction of Mr. William Davies, of the Federal Works Agency, and progress is now being made toward their construction. Land has been chosen and plans are being drawn for early construction.

### ADDITIONAL TEMPORARY HOUSING

Pending the completion of these houses, some effort has been made to provide additional housing of a temporary character. At one time the local subcommittee requested the Government for 1,000 trailers to fill in that temporary need, thinking that for perhaps 3 months these trailers might be used in this area. Considerable opposition has always been registered against trailer camps in this area and the mere fact of the need and the temporary nature of their use were the only factors which made them acceptable. The unavailability of trailers, however, has resulted in no temporary housing of that character being provided as yet.

At the request of Mr. Palmer's office, we organized late in the winter a homes registry office under a competent director and staff, to provide a centralized place where real estate agents, home owners, and particularly seekers of rentable rooms could be gotten together to their mutual advantage. This registry service has worked very satisfactorily to date and we still have available rentable rooms for defense workers, which availability, however, may not last long.

A resurvey in March of our industries indicated that our original estimates were very conservative and that there was an increase of 8,500 industrial employees between November 1 and March 1, and estimated 9,400 additional employees needed between March 1 and September 1. In other words, our original estimate of 12,000 has now been conservatively boosted to 19,000, which mean that our housing load may still prove a continuing problem as our original estimates may not be adequate.

In the many groups represented in the subcommittee there has been some diversity of opinion and in some instances there have been individual approaches to Washington agencies expressing personal opinions rather than considered committee opinions. This, however, has not seriously interfered with the accomplishment of the objectives set before the committee. While there have been a number of items where there has been controversy of thought, in the last analyses, the objective of getting housing here seems to be making good progress.

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[As a supplement to this report, a memorandum was submitted, as follows:]

## DEFENSE HOUSING

### MEMORANDUM BY GEN. SANFORD H. WADHAMS, JUNE 5, 1941

A little more than 2 years ago, Governor Baldwin foresaw the possibility of a need for defense housing. He therefore called a meeting in his office of representatives of the housing authorities of the State of Connecticut and other persons with knowledge on this subject. It was the consensus of this group that a careful, systematic survey should be carried out in all of the larger centers of population with a view to determining just what the needs would be in case of a considerable increase in employment in our industries.

A Work Projects Administration project estimated to cost well toward $300,000 was prepared and submitted to Washington. This project proposed not only to determine the housing vacancies throughout the State but to collect other valuable information on this general subject. While the project was ultimately approved in Washington, there was so much delay that, before it had gotten under way, the situation had materially changed. In other words, an acute housing shortage already existed. As it seemed probable that it would require very nearly a year to complete the systematic survey which had been contemplated, it was believed that some other method which would furnish the information immediately needed should be adopted.

### STATE-WIDE HOUSING COMMITTEE

In the late summer of 1940, the Governor appointed a State-wide housing committee. This committee was made up of representatives of the local housing authorities throughout the State where such authorities were in existence. There were also representatives of Federal agencies such as the Federal Housing Administration and the Home Owners Loan Corporation. Each member of the committee became the chairman of a subcommittee to represent his particular part of the State.

These subcommittees immediately undertook to prepare the most careful estimate of housing needs possible in a limited length of time. The office of the Housing Coordinator, Mr. Palmer, had requested that such information be supplied. The procedure adopted was to secure from the manufacturers of the area the best possible estimate of the number of employees which it was anticipated would be added to the pay rolls of the respective plants. This information was supplemented by inquiries from other sources such as real-estate offices as to the availability of housing accommodations. When this information had been collected, it was submitted to the whole committee, tabulated and promptly forwarded to Mr. Palmer's office in Washington. The covering letter pointed out that it did not constitute a housing survey but that it was an estimate carefully prepared and represented the situation as of that time, which was the latter part of November 1940. The recommendations contained were as follows:

| | *Units* | | *Units* |
|---|---|---|---|
| Stamford | 200 | Bristol | 100 |
| Bridgeport | 3, 000 | New Britain | 400 |
| Waterbury | 500 | New London and Groton | 300 |
| Meriden | 200 | | |
| Hartford | [1] 1, 000 | Total | 5, 700 |

[1] This is the defense housing already approved Nov. 19, 1940.

In retrospect, it seems quite apparent that the estimate submitted erred on the side of conservatism. It had been the intention of the committee, however, to carry out a continuing check on the figures submitted, but this plan was abandoned for the reason that it soon became apparent that representatives of the several housing agencies in Washington had their own field forces in the State preparing estimates on housing needs. The committee felt that another agency submitting such figures would only serve to add further confusion to the result.

### VACANT HOMES REGISTRIES

Shortly after the first of the year, a communication was received from the office of the Housing Coordinator requesting that the State undertake a program of establishing in the centers of population vacant homes registries. A representative from Mr. Palmer's office was assigned to the New England States and has spent considerable time in Connecticut. When the matter was submitted to the Governor, he volunteered to meet from State funds the salary of a director to manage these registries, and the Work Projects Administration volunteered to furnish clerical assistance. Such registries were established and have since been in operation in those cities where the housing shortage has been acute. They have served a very useful purpose.

The information collected from these registries reveals certain very definite facts:

(1) Housing accommodations for the families of defense workers in the lower rental groups are practically nonexistent. This is particularly true if it happens that there are children in the family.

(2) There appears to be some small surplus of housing accommodations in the rental group of between $60 and $100 per month.

(3) There has been little difficulty in finding single rooms for unmarried workers, both male and female.

As an illustration of this situation, it can be stated that, as of June 4, 1941, the Hartford vacant homes registry had 11 vacancies in the $65 to $85 classification and 1 at $100 per month. At the same time, there were approximately 250 single rooms available.

In some communities volunteer workers have succeeded in placing in the homes of people who would not under other circumstances take in a defense worker a large number, both men and women.

### RENT PROFITEERING

It was to be expected that under the circumstances existing complaints of rent profiteering would appear. Quite a number of such complaints were submitted to the former defense committee. While the committee had no authority to take any action, it has followed up all of these cases. The conclusions drawn from the investigation of such complaints might be summarized as follows:

(1) The raising of rent by a very small minority of property owners who have seen a chance to capitalize on the housing shortage; and

(2) That a considerable group of proprietors have taken this method of evicting a tenant considered undesirable perhaps because of a large family and in the hope that the tenement could be divided into two and thereby increase the proprietor's income.

### GENERAL CONSIDERATIONS

The State, as represented by the State defense council and its predecessor body, the State defense committee, has encountered difficulties in connection with defense housing occasioned by the considerable number of Federal agencies in the field. Many representatives from these various agencies have visited the State and have discussed their several problems with the local officials. The Federal Housing Authority has had surveys made in several of the larger cities of the State. These, it is our impression, have been very carefully made, but as they are confidential the State authorities are not advised of the conclusions arrived at.

The result of having so many agencies all attempting to accomplish much the same objective has caused a certain amount of confusion. The Defense Council has made every effort to cooperate and assist those responsible for carrying out Federal housing projects. It has been felt that valuable service could be rendered through the established State agencies in connection with providing the services such as water supply and sewage disposal for housing projects. Usually, however, the first notice that a project has been adopted is when that fact appears in the public press. We have recently read that 85 housing units are to be constructed near the Windsor Locks Airfield. As recently as June 4, a letter has reached this office asking where living accommodations for from 75 to 100 families of married officers and enlisted men could be found in the Hartford area.

Before any intelligent reply to such an inquiry can be made, information must be obtained as to the number of officers and the number of enlisted men to be accommodated. It would be helpful also to know if these accommodations are to be considered as temporary awaiting only the completion of the units which it is understood will be built.

The situation in the New London area at the present time is very confusing. Some projects are practically completed, others are well under way, and some are about to be begun. Different Federal agencies are in charge of these projects. A letter to the Division of State and Local Cooperation of the National Defense Advisory Commission under date of May 16 asking for a list of the approved projects and the name of the agency in charge of each has not yet produced any information. This information would be helpful in this particular case in deciding upon the questions of water supply and sewage disposal.

Our experience indicates that defense housing would be materially facilitated if there were one individual in the State of Connecticut who represented all of the various Federal housing agencies with whom the State officials could cooperate.

### NEED FOR STATE LEGISLATION

A great deal of study has been given to the possible need for State legislation. One bill considered by the general assembly was a rent-control act. This was modeled on the bill which had been prepared by the National Defense Advisory

Commission. A second bill would have created a State housing authority empowered to act in any town or city where no housing authority had been created. Both passed in one body of the general assembly but failed in the other.

As to the rent control act, there were many who, while recognizing the need of controlling profiteering, believed that enforcement presented substantial difficulties. There was a strong sentiment for exercising control through local boards or committees, the members of which would be carefully selected because of knowledge and experience in the real-estate field. All complaints would be submitted to and investigated by this board. Where rent raises were found to be unjustified and no satisfactory adjustment could be arrived at by the board, the matter would be given pitiless publicity. This method had been tried out in at least one Connecticut city during the last war with very satisfactory results. The proponents of this plan admitted that it probably would not be workable in large cities but believed that it would accomplish its purpose in the relatively small cities of this State.

### PRIVATE HOUSING DEVELOPMENTS

Private building is very active throughout the State. While much of it is in a rental bracket beyond the reach of the average worker, there are a number of private developments which are comparable to those of the Federal agencies in cost. These houses are, however, built to be sold, and the down payment required sharply reduces the number of defense workers who can secure a home in this way.

### APPROVED HOUSING PROJECTS

As of May 31, 1941, Federal housing projects as shown on the appended list had been approved in Connecticut.

[NOTE.—Ind.=Industrial workers. N-EC=Navy enlisted and civilian. N-E=Navy enlisted. A-E=Army enlisted. 2=Site acquired. 1=Site not acquired.]

| City | Number of units | Occupants | Approval date | Site | Construction begun |
|---|---|---|---|---|---|
| Bridgeport | 600 | Ind | Feb. 3, 1941 | 2 | May 2, 1941 |
| Do | 400 | Ind | May 5, 1941 | 1 | |
| Do | 250 | Ind | do | 1 | |
| Do | 150 | Ind | do | 1 | |
| Bantam | 40 | Ind | May 26, 1941 | 1 | |
| East Hartford | 500 | Ind | May 2, 1941 | 1 | |
| Fairfield | 200 | Ind | May 5, 1941 | 1 | |
| Do | 200 | Ind | do | 1 | |
| Groton | 300 | N-EC | Nov. 25, 1940 | 2 | Mar. 26, 1941 |
| Do[1] | 200 | Ind | Apr. 21, 1941 | 1 | |
| Do | 100 | N-E | do | 1 | |
| Hartford | 1,000 | Ind | Aug. 27, 1940 | 2 | Feb. 11, 1941 |
| New Britain | 300 | Ind | Feb. 3, 1941 | 2 | Apr. 24, 1941 |
| Do | 200 | Ind | May 2, 1941 | 1 | |
| Stratford | 400 | Ind | May 5, 1941 | 1 | |
| Waterbury | 300 | Ind | Feb. 3, 1941 | 2 | |
| Windsor Locks | 85 | A-E | May 5, 1941 | 1 | |

[1] Prefabricated demountable.

## TESTIMONY OF DONALD S. SAMMIS, WORKS MANAGER OF UNDERWOOD-ELLIOTT-FISHER CO., BRIDGEPORT, CONN.

The CHAIRMAN. Mr. Sammis, on the basis of 12,000 new workers to be employed in Bridgeport by December of 1941, your subcommittee on housing estimated that 4,600 dwelling units would be needed. Your estimate of the available vacancies at that time was 110 in Bridgeport.

How did you arrive at the figure of 4,600 to house 12,000 new workers?

Mr. SAMMIS. We had a conference on that subject in an attempt to determine what proportion of workers would be boarders or roomers and what proportion would be family individuals. We made a very complete survey of the then existing employment in Bridgeport to indicate the number of married people and the number of unmarried people, both men and women then employed in industry, and tried to arrive at some reasonable determination of this division.

Naturally it had to be arbitrary because there is no formula that we knew of that could prognosticate the future, and what we would be getting in the way of new employees from outside the immediate area.

We did, however, estimate on the basis of the number of employees who were available in our area, who had not yet been put in industry, either trained or untrained, and that left us a residue to come from the outside.

Then of this group from the outside we estimated that about 6,000 would be in the category of those who only needed rooms for themselves and had no family to worry about.

### PUBLIC AND PRIVATE CONSTRUCTION

I think our records to date indicate that we were rather conservative on that point, which left us a balance of 46 gross family units that needed housing. We recognized the fact that we had no available housing for those workers at the moment. That represented about 32 percent of our total estimate.

We knew that there were a certain number of units being constructed at the time. We figured that private enterprise might be expected to speed up to the point of increasing its previous year's record of 1,288 houses, and we used a 2,400-unit estimate for private construction on the supposition that private enterprise, which we were in thorough contact with in connection with our general, local committee, would do that without backing up because of public construction.

In most places because of public construction the private interests would be frightened to do their full share, and on the basis of that estimate, it left us a net balance of 2,226 houses for public construction.

### BRIDGEPORT APPLICATION TO GOVERNMENT

The mayor of Bridgeport had already made an application for 600 houses under the original Lanham Act and had got approval for that number of units, which are now under construction.

We followed that up with a request for 1,600 more houses, which brought us up to 2,200, which are now being drawn up—that is, the plans are being drawn by architects under the Federal Works Administration.

The contracts are to be let in July with occupancy promised for October. We have as yet none of that housing ready for occupancy, but it is expected that by the end of next month they will begin to put tenants in the first 600 units.

That is as near as we could figure out what our housing requirements were at the time. The tendency has been for us to have more of the roomer type of new employees, so I think that even though our estimate of 12,000 has gone to 15,000 and then 19,000 new employees in the area, we are apparently going to be adequately covered.

I notice in today's press they have held up the temporary barracks housing which was allocated to Bridgeport by the Farm Security Administration now until they have further figures on how the situation develops in the Bridgeport area.

### ONE-THIRD ARE FAMILY MEN

The CHAIRMAN. Mr. Sammis, what percentage of the new workers do you estimate to be family men?

Mr. SAMMIS. Thirty-two, or at least that is the way it worked out in our figures—roughly, a third.

The CHAIRMAN. Only 1,200 houses were built privately in 1940, yet you estimated 2,400 for 1941. What are the actual figures on new houses constructed to date for 1941 at Bridgeport, and what are the figures on permits for building issued? If you do not have those figures, would you obtain them for the committee?

Mr. SAMMIS. It is a little difficult to find out just how many have been completed on the basis of permits issued, but there have been 50 percent more in the first 5 months which includes, of course, your winter period than there were last year, and on the basis of new projects which are more than single house projects, where they are building 40, 50, or 60 or 100 houses under private enterprise as one group, those are coming stronger daily.

Now, I think there is no question that our estimate will be met before the end of the year.

The CHAIRMAN. You report that 2,200 units were publicly constructed. How many of these units have been completed to date?

Mr. SAMMIS. Six hundred have been started but not completed; 1,600 are in the plan stage.

The CHAIRMAN. Did your committee find any reluctance on the part of Washington to release the funds for the necessary housing?

### VARIOUS AUTHORITIES

Mr. SAMMIS. No, sir; our problem, however, was a little more difficult because of the fact that you have to deal with quite a number of different housing authorities, which is a bit confusing, and made some delay in getting to our final approvals. However, Mr. Palmer's office, the Office of the Housing Coordinator, has been very, very helpful. All the men who have come to this area from his office have been exceptionally able men and we have been very much pleased with the facility with which we could work with them.

The CHAIRMAN. Now, your estimate of 12,000 new workers has now been increased to 19,000, or more than one-third. Obviously, your housing estimate should be increased by one-third. In other words, even if 4,600 units are completed this year, Bridgeport will still be 2,300 units short. Is your committee doing anything about this situation?

Mr. SAMMIS. We are studying the situation and particularly with reference to the number of family groups that are coming in, as related to the number of nonfamily groups coming in. The indication is that if we have this supplemental work that is projected by the Farm Administration, we will probably be amply taken care of. We still have, without actually using the patriotic appeal for rooms, in the existing dwellings about 1,000 registered unused rooms where single men or single women can board. We have a homes registry bureau that we set up at the request of the Coordinator's office.

The CHAIRMAN. Before I forget it, I think the mayor and the Governor both made some mention of the difficulty in contacting these different housing agencies. Have you any suggestion about a central clearinghouse so that you could go to one agency and clear with them all? Do you think that would be helpful?

### WANTED COSTLIER TYPE

Mr. SAMMIS. We have tried to simplify it by working more directly through Mr. Palmer's office and letting him show us around to the different places in Washington when the time came. It is bound to be difficult when you find that some housing is under one agency and some housing to be constructed under another agency. One of the things that was particularly grievous to us was the fact that the funds available for housing did not allow quite sufficient money to provide the type of housing we thought we should have.

Now, that may be presumptuous on the part of the community, to ask for single or duplex houses where the money available will provide only row housing; but again perhaps we were idealistic and we were trying to look beyond the present emergency, knowing that the housing, once put up, would be with us forever.

### TURN-OVER OF MIGRATORY WORKERS

The CHAIRMAN. Major Maloney's office has estimated that 60,000 migrant workers visited or entered Bridgeport since the fall of 1939. Do you find that these workers, unneeded at the moment, have accentuated the housing shortage?

Mr. SAMMIS. I would say not, because the migrant workers are individuals rather than families. In very few cases have we had families come in and rest on their hopes in the area. The migratory workers who cannot find employment in the Bridgeport area don't stay there very long. They generally move out inside of a week, so that there is a constant turn-over of those temporary visitors.

The CHAIRMAN. About what percentage of those coming in obtain employment?

Mr. SAMMIS. Well, I don't know that I could give you any definite figure with reference to that. That probably could be procured through the local State employment office in Bridgeport, and that information might be available through Major Maloney's office.

### REPORTS NO HOLDBACK FOR HIGHER RENTS

The CHAIRMAN. Do you find that the private builders are trying to prevent expansion in the belief that they can collect excessive rents on their present properties?

Mr. SAMMIS. I would say no, because most of the private builders have been waiting for 10 years for an opportunity to do a lot of building, and the private builders and the real-estate operators—that is, the agents in charge of rents—are two different groups. The persons who might be trying to collect excessive rents are the real-estate rent collectors—that is the recognized realtors who are not building, but are managing properties. Up to the present time the real-estate board in Bridgeport has, through its membership, given us wholehearted cooperation in the program. We have given them all of our facts, and they in turn have not proved gun-shy on this proposition of pushing private construction.

The CHAIRMAN. Thank you very much, Mr. Sammis.

Mr. Sparkman will interrogate the next witness.

## TESTIMONY OF DR. ALBERT S. GRAY, DIRECTOR, DIVISION OF INDUSTRIAL HYGIENE, STATE DEPARTMENT OF HEALTH, HARTFORD, CONN.

Mr. SPARKMAN. Dr. Gray, I believe your name and connections have already been given to the reporter.

Dr. GRAY. That is correct.

Mr. SPARKMAN. Do you have a statement which you would like to have filed with the committee at this time?

Dr. GRAY. Yes.

(The statement referred to above, together with related exhibits excerpted from the report of the manufacturers association, follows:)

## STATEMENT BY DR. ALBERT S. GRAY, DIRECTOR, DIVISION OF INDUSTRIAL HYGIENE, DEPARTMENT OF HEALTH, STATE OF CONNECTICUT

The nation-wide interest in the physical welfare of industrial workers, which has been manifested in the creation of industrial hygiene units in health departments in more than 30 States and cities during the past decade, is symbolic of a trend of interest in industrial health in which Connecticut was a pioneer and continues to be an outstanding example. This generalized increase in attention to the physical welfare of the workingman was not stimulated by any marked development of new health hazards, neither was it due to physical changes within the workers to make them more susceptible to occupational diseases, but to a growing realization of the tremendous cost of preventable industrial illness to industry, the individual, and the State.

Connecticut is a predominantly industrial State, and has always realized that the health of its industrial population, comprising as it does almost half of those gainfully employed, is an important part of its public health program. Even before the formation of a separate bureau of industrial hygiene in the department of health, for intensified activity in this field, the health of industrial workers constituted a definite part of public health activities of the State department of health.

Since 1921 the Conference of State and Provincial Health Authorities of North America has had an industrial hygiene committee concerned with this phase of public health. The placing of industrial health activities of the department of health in a bureau of industrial hygiene laid the groundwork upon which a comprehensive specialized industrial hygiene program has been built. The name of the bureau of occupational diseases was changed this year by the legislation to the bureau of industrial hygiene.

Connecticut has been very fortunate in the relationships which exist between the various agencies concerned in industrial health. The medical fraternity, labor, industry, and public health authorities, have all contributed to the development of the Connecticut program for the conservation of the health of industrial workers.

### SEPARATE BUREAU CREATED IN 1928

The Connecticut State Department of Health has been actively engaged in the control of industrial health hazards since the early 1920's, but the growing demands for service and the interest manifested by industry, and particularly the Connecticut Manufacturers' Association, lead to the creation in 1928 of a separate bureau in the State department of health, particularly charged with the investigation and control of conditions in industry which might affect the health of the workers.

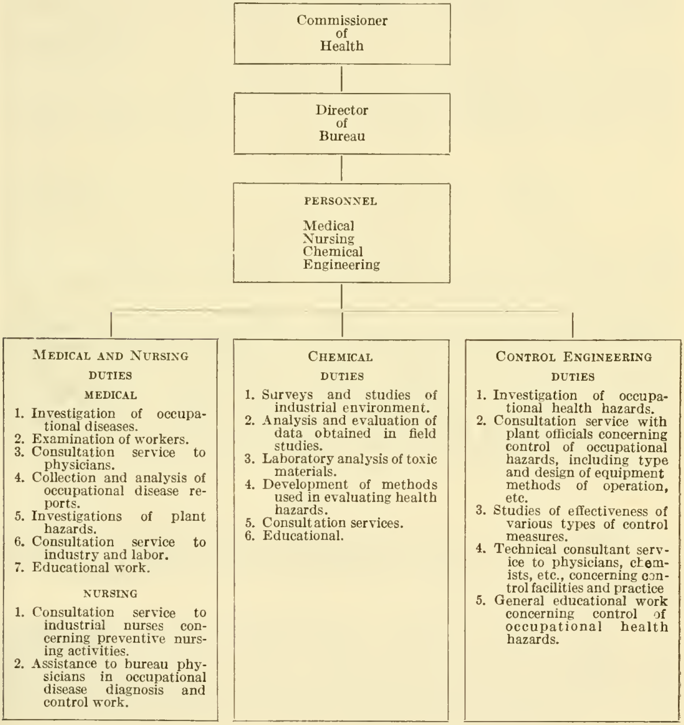
Starting with but a small personnel, the demands for service have propelled the bureau's program at a more rapid pace than even the most enthusiastic early supporters ever anticipated. Progress of the industrial hygiene program has steadily increased until at the present time there are two industrial physicians, three industrial chemists, four industrial engineers, and one industrial nurse—all specially trained and experienced in their respective fields of industrial hygiene work. This technical personnel has been augmented by additional clerical workers and budgetary provisions have been made for the addition of additional industrial physician and industrial chemist on July 1, 1941. This expansion of the industrial hygiene program was a result of the growing realization that this phase of public health should be further developed.

The objective of the department of health is to prevent illness, prolong life, and raise the health level of the general population. To this end the industrial hygiene program of the bureau of industrial hygiene is concerned particularly with safeguarding the working environment of those engaged in industry so that the health of the workers will not be adversely affected during their working hours. At the same time the bureau can bring to them, because of its close association with the industrial population, the other facilities of the department of health to preserve health and prolong life.

## BUREAU OF INDUSTRIAL HYGIENE

### CONNECTICUT DEPARTMENT OF HEALTH

*Organization of technical services*



Commissioner of Health

Director of Bureau

PERSONNEL

Medical
Nursing
Chemical
Engineering

**MEDICAL AND NURSING**

DUTIES

MEDICAL

1. Investigation of occupational diseases.
2. Examination of workers.
3. Consultation service to physicians.
4. Collection and analysis of occupational disease reports.
5. Investigations of plant hazards.
6. Consultation service to industry and labor.
7. Educational work.

NURSING

1. Consultation service to industrial nurses concerning preventive nursing activities.
2. Assistance to bureau physicians in occupational disease diagnosis and control work.

**CHEMICAL**

DUTIES

1. Surveys and studies of industrial environment.
2. Analysis and evaluation of data obtained in field studies.
3. Laboratory analysis of toxic materials.
4. Development of methods used in evaluating health hazards.
5. Consultation services.
6. Educational.

**CONTROL ENGINEERING**

DUTIES

1. Investigation of occupational health hazards.
2. Consultation service with plant officials concerning control of occupational hazards, including type and design of equipment methods of operation, etc.
3. Studies of effectiveness of various types of control measures.
4. Technical consultant service to physicians, chemists, etc., concerning control facilities and practice
5. General educational work concerning control of occupational health hazards.

Occupational disease control cannot be reduced to a simple formula calling for the removal of a machine here, shutting off a valve there, or taking some other relatively elementary step of the type usually followed in safeguarding a flywheel, enclosing an elevator shaft, or repairing a hole in the floor. To the contrary, logical and effective control of industrial health hazards requires sound scientific knowledge of the nature and uses of the chemicals, materials, or processes responsible for illness and the most effective means for their positive control. This work requires the application by specially trained personnel of precise physical and chemical procedures, statistical interpretation, diagnostic technic, with formulation and enforcement of recommendations, and embraces all of the activities of a well-organized department of health.

The policy of the department of health in all phases of industrial health hazard control has been to provide the type of service which industry and labor will recognize as sound and effective and which they will seek and respect. The following is an outline of the activities of the bureau of industrial hygiene:

### MEDICAL

All activities of the bureau are under the supervision of the director who, as administrator, passes upon all reports and recommendations, and is responsible for all services rendered in the bureau. His duties also include consultation service with physicians concerning the diagnosis of occupational diseases; special investigations in plants and elsewhere of the circumstances connected with known or suspected cases of industrial illness; receipt of reports of occupational disease from physicians; evaluation of the incidence and trends of various types of illness arising in plants; interpretation to the chemists and control engineers of the medical problems presented by industrial health hazards; dissemination of medical and general information to physicians, plant officials, workers, and others concerning occupational diseases, and special examinations of workers for the purpose of evaluating the physical effects produced by various types of exposures.

An additional physician was employed in July 1940 and the above types of medical services are now being carried out on a more extensive scale.

### CHEMICAL

Basic analytical and chemical engineering services represent an indispensable phase of the industrial hygiene service. Due to the rapid development of the many and complex chemical procedures and their widespread use in industry, more than 900 actual or potential health hazards exist. The control of these hazards naturally requires the services of specialists in this field. The first technical worker employed at the beginning was a chemical engineer and there are now three in the Bureau.

The chemists are charged with the responsibility of identifying the various chemicals and their byproducts involved in a hazardous occupation and of evaluating their role in the hazard involved. To do such work often requires the collection and analysis of samples of dusts, fumes, and other types of atmospheric contaminants or identification of the chemicals known or suspected to be involved in any given occupational disease problem. Many toxic chemicals and materials may be safely used in industry, so it is the chemical engineer's duty to determine whether such materials are being used in such a manner.

The data collected by the chemical engineers is combined with the findings of the industrial engineers and physicians in order to assist in the best solution.

### ENGINEERING

In the final analysis, the control of occupational disease hazards is the objective we are after and engineering services are an essential part of the set-up. Industrial engineering services are required to devise ways and means of eliminating health hazards or reducing exposure to levels not detrimental to the health of workers.

The four industrial engineers in the bureau spend all of their time in consultation within the different plants concerning ways and means of controlling hazardous exposures. Oftentimes dangerous operations are made safe by simple readjustments of existing control equipment, while on other occasions proper protection of the workers is accomplished only by the installation of new control measures. In all cases the spirit of the engineers is to assist in correcting defects for which plant operators are legally responsible and the elimination of which almost always is economical and profitable.

### NURSING

One industrial nurse was added to our staff in January 1941, and her accomplishments already demonstrate the value of embarking on this course. In addition to her many opportunities to be of service in connection with other basic services, she serves as a consultant to nurses in industry concerning the preventive aspects of their programs. Among the services which the industrial nurse can render in plants may be mentioned assistance concerning standardized nursing practices, uniform systems of recording services, and absenteeism studies.

### SPECIAL SERVICES IN NATIONAL-DEFENSE INDUSTRIES

The bureau already had a great deal of information concerning health problems in a majority of industries which have been called upon to manufacture materials and equipment for use in the national-defense program. But, with the development of these extra demands on industry the bureau immediately recognized the potential influence of such abnormal industrial activity upon the physical welfare of workers. During such periods the normal regime of plant operations may be disturbed to the extent that the usual vigilance against illness is relaxed; old hazardous processes are reinstituted; new operations possessing definite or undetermined health hazards are developed; physically defective and untrained workers may be employed—these and other factors may be responsible for the recurrence of old or the introduction of new hazards into the plant. During the present emergency the role of industries in supplying defense equipment is greater than ever before and the importance of conserving manpower in industry is definitely realized.

Connecticut is one of the smallest States in the Union in respect to both area and population, yet it is among the first in the importance of its industries, in the defense program. To meet its obligations in this program, it is obvious that no stone should be left unturned to insure the protection of the health of the workers in this emergency. The bureau is concentrating its services in the defense industries by placing such plants on its priority list for service. All of these plants are being surveyed in detail to determine the nature and severity of their health hazards, and all unsatisfactory conditions are given the necessary amount of attention to insure that they are effectively controlled.

### ACCOMPLISHMENTS

The best example of the accomplishments of the bureau is the extent to which the services have been expanded during recent years. Without proper appreciation of the efforts of the bureau, demands for help on the part of industry and others would not have created the need for personnel expansions. This type of accomplishment cannot be clearly illustrated in any statistical form. However, the figures shown in the following table do serve as witnesses and also reveal the extent to which some of the major routine services were rendered. It will be noted that with the exception of studies, which are special activities, there was a marked increase in work done during the latter two 4-year periods over the previous periods. Special studies are carried out only when routine investigative service will permit. This type of work fell off somewhat in the last 4-year period because of the increasing demands for routine plant investigations and because two of the more experienced workers left the service during the period and could not be replaced for several months because of no personnel being on the civil-service list.

*Activities of Bureau of Industrial Hygiene, by 4-year periods, July 1928 to June 1940, inclusive*

| | 1928–32 | 1932–36 | 1936–40 |
|---|---|---|---|
| Number of field trips | 1, 125 | 1, 488 | 2, 849 |
| Surveys | 298 | 630 | 1, 171 |
| Studies | 99 | 143 | 140 |
| Field determinations | 1, 205 | 2, 480 | 5, 467 |
| Laboratory determinations | 1, 022 | 3, 492 | 5, 399 |
| Consultations | 500 | 1, 272 | 3, 294 |

Special activities have been engaged in from time to time in order to make detailed evaluations of hazards presented by certain types of industries. One of these studies has been that dealing with mercury poisoning in fur-cutting and hat-manufacturing plants which was made in cooperation with the United States Public Health Service. These special investigations added considerable information to the literature concerning the effects of prolonged exposure to mercury and its compounds, and also revealed the principal sources of poisoning in the two types of industries. One of the principal facts demonstrated by these studies was that the only practicable and effective way of dealing with the mercury hazard was to eliminate it entirely from the operations. The bureau of industrial hygiene immediately thereafter launched a drive for the substitution of a nonmercurial carrot for the old type which contained mercury. Many problems had to be solved before this change could be made, the most important of which was the development of suitable nonmercurial carroting solutions. This goal finally has been reached and, as a result of a recent agreement reached by fur cutters, hat manufacturers, labor, and health officials, regulations were drawn up prohibiting the use of mercury in the carroting of hatters' fur after December 1, 1941. This accomplishment by the Connecticut Department of Health and the hatting and fur-cutting industry will take its place, along with the measures used in eliminating phosphorus in the manufacture of matches, as one of the historical mileposts in the progress of preventive medicine.

Other special studies have been made from time to time for the purpose of procuring specific data on which to base control procedures. Industrial Hygiene still is a comparatively new field of service and much information concerning health hazards is incomplete. The bureau has added much information to the store of knowledge concerning several phases of the work, notably, electrolytic cleaning and stripping operations, electroplating, degreasing, radioactive substances, exposures to lead, cadmium, silica, asbestos, and some of the newer toxic solvents. A study of exposures in dental laboratories revealed that of the 184 workers involved all of them were exposed to dangerous concentrations of silica dust. Many of these people thought that they were using pumice in polishing their work but the studies revealed that they actually were using silica and were being subjected to a serious health hazard.

An important feature of the Bureau's activities is concerned with educational efforts. Every opportunity is utilized to disseminate information by technical papers, lay articles, radio broadcasts, illustrated lectures, demonstrations, and personal conferences concerning occupational health hazards and their control. The committee is respectfully referred to the annual reports of the State department of health for further information respecting the work of the bureau.

## RELATIONSHIPS OF THE BUREAU WITH OTHER ORGANIZATIONS AND AGENCIES

The bureau of industrial hygiene exists for no purpose other than to render honest and impartial service in the prevention and control of occupational health hazards and raising the general health level of the industrial worker. The bureau has legal power to enter any plant in the State and the public health council of the department of health has authority to formulate and enforce regulations in the sanitary code governing occupational disease hazards. Whenever occasion demand, these powers are exercised.

### INDUSTRY

Industry is charged with the responsibility for complying with regulations concerning occupational health hazards and the spirit of cooperation in this work always has been in keeping with the character which has been a distinguishing characteristic of industry in Connecticut. The creation of the service was made possible by the legislature at the insistence of industry. The relationships the bureau has had with the manufacturers' association have been on a plane which has materially assisted the bureau in its work.

### LABOR

The contacts with organized labor and with the individual worker have been exactly the same as those with individual industries and the manufacturers' association. The cooperation received from organized labor has been helpful, stimulating, and supportive to measures that the bureau desired to carry out in studying particular problems. Many individual workers go to the bureau with their occupational health problems or report unsatisfactory working conditions.

These people have been given the best services which the bureau is capable of rendering and many unsatisfactory plant conditions have been corrected as a result of their cooperation.

### THE MEDICAL PROFESSION

The medical profession represents the most effective medium in the accomplishment of many of the bureau's efforts. Industrial physicians occupy advantageous positions to supervise industrial health practices and to bring about adequate control of hazards. Just as the private physician is the most logical person to practice public health, in its broader aspects, so is the industrial physician equally well situated to practice preventive medicine in the plant. Even the physicians who are not connected with plants see many types of illness caused by or definitely influenced by occupational exposures. The bureau recognizes the services which these doctors are in position to render concerning industrial health and every effort is made to cooperate with them.

That the State medical association is actively interested in the work is attested by the recent publication of a brochure entitled "Conserving Manpower Through the Extension and Improvement of Industrial Medical Service" which was prepared by the joint industrial health committee of the Manufacturers' Association of Connecticut and the Connecticut State Medical Society. Over a thousand copies of this brochure have been distributed.

This unique document describes the scope, function, and organization of medical service in industry and contains an inquiry form, which, when completed by Connecticut manufacturers, will furnish valuable information concerning existing medical services. Upon request, manufacturers desiring information concerning the inauguration or expansion of a health program will be given assistance.

It is hoped that the brochure will be the first of a number of cooperative enterprises on the part of the manufacturers' association and medical society, aiming to further the interests of the preparedness program. For example, the need for disseminating more information about organizing first aid training courses for employees has been recognized, and other measures for improving employee morale will undoubtedly become apparent.

The bureau renders consultation service to physicians concerning the diagnosis and control of occupational diseases. This phase of the work has developed so rapidly during the past few years that an additional industrial health physician was assigned to the service in July 1940 and another one will be employed in July 1941, to assist with this program.

### NURSING ASSOCIATIONS AND ORGANIZATIONS

The bureau desires to emphasize industrial nursing service and the contribution which the State nurses' organization, the visiting nurses' association and nurses in various branches of the profession are in position to render in extending and improving industrial nursing services. Since an industrial nurse was added to the bureau of industrial hygiene, definite attention is being given to the development of plans for promoting plant nursing activities. The interest which is being shown in this undertaking indicates that the nurses will keep pace with the physicians in their efforts to develop industrial hygiene services in the plants.

### THE STATE DEPARTMENT OF LABOR

The State department of labor cooperates with the bureau of industrial hygiene by reporting any health conditions observed in plants which should be investigated and the same cooperation is extended to them concerning accident hazards.

### THE UNITED STATES PUBLIC HEALTH SERVICE

The United States Public Health Service, through its Division of Industrial Hygiene, always has rendered efficient and cooperative service to the bureau of industrial hygiene. The studies of mercurialism in the fur cutting and hat manufacturing plants which were referred to elsewhere in this report, are again cited as working examples of cooperation.

### LOCAL HEALTH DEPARTMENTS

Local health departments represent the first official line of defense against all public health problems such as occupational disease hazards. The extent of their participation in the bureau's activities is governed by the type and magnitude of problems involved and by local facilities. In the majority of instances all control work is carried out by the bureau because of inadequate personnel in the area, but it is the policy of the bureau to encourage local health officials to participate in the work as freely as possible. Many problems are reported by local health authorities and they are invaluable aids to the program.

### AMERICAN STANDARDS ASSOCIATION

The American Standards Association committee on limits of exposure to industrial materials has rendered a very valuable service in developing standards respecting the safe concentrations of dusts, gases, and other types of atmospheric contaminants. The commissioner of health and director of the bureau of industrial hygiene are members of that committee.

### INSURANCE ORGANIZATIONS

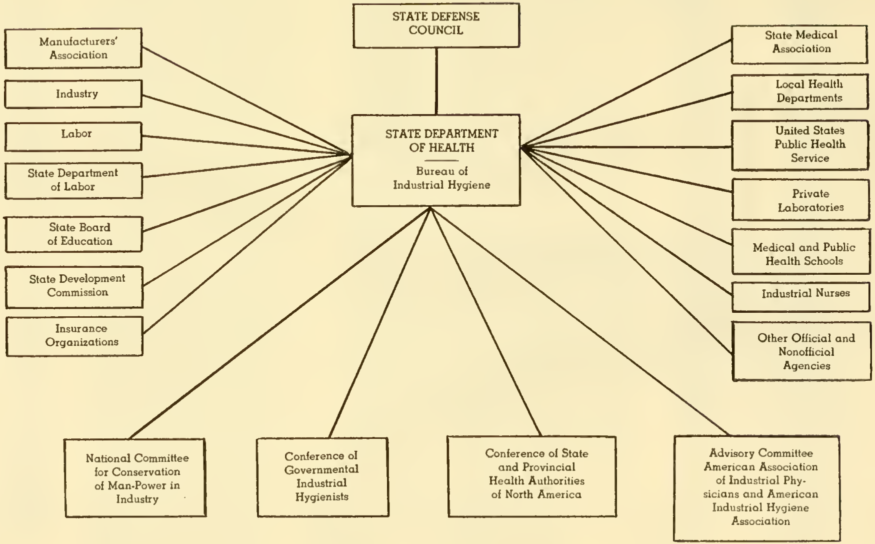
Cooperative relationships exist between the bureau and the various insurance organizations carrying occupational disease liabilities in Connecticut, and much technical information is interchanged concerning industrial health hazards.

### MISCELLANEOUS AGENCIES AND ORGANIZATIONS

The bureau of industrial hygiene maintains close and profitable relationship with various other official and nonofficial organizations—in fact, it may be said that it counts as its allies any legitimate organization which is in position to be of any service in the improvement of conditions in industry which may adversely affect the health of the worker.

The special interests which are being shown in the physical welfare of workers in national-defense industries affords new and greater opportunities for the Bureau to cooperate with the various agencies and organizations concerned. The attached organization chart shows the manner in which cooperative relationships may be maintained. The Bureau has long been actively engaged in occupational disease control work in the State and, consequently, it is considered to be more adequately equipped to serve as a source of general information concerning health problems and as an agency for correcting hazards than any of the other organizations which are concerned with any phases of this subject. It is anxious to receive reports from such organizations concerning problems to be investigated and is equally willing to supply any information possible which would be desired by them.

RECIPROCAL COOPERATION OF BUREAU OF INDUSTRIAL HYGIENE OF THE STATE DEPARTMENT OF HEALTH AND OTHER ORGANIZATIONS AND AGENCIES CONCERNING THE CONSERVATION OF HEALTH IN NATIONAL DEFENSE INDUSTRIES


STATE DEFENSE COUNCIL
STATE DEPARTMENT OF HEALTH
Bureau of Industrial Hygiene
Manufacturers' Association
Industry
Labor
State Department of Labor
State Board of Education
State Development Commission
Insurance Organizations
State Medical Association
Local Health Departments
United States Public Health Service
Private Laboratories
Medical and Public Health Schools
Industrial Nurses
Other Official and Nonofficial Agencies
National Committee for Conservation of Man-Power in Industry
Conference of Governmental Industrial Hygienists
Conference of State and Provincial Health Authorities of North America
Advisory Committee American Association of Industrial Physicians and American Industrial Hygiene Association

### FUTURE PROGRAM

The Bureau of Industrial Hygiene plans to continue along the same general course which has been followed in the past 13 years. The major activities will continue to be concerned with the elimination of individual occupational disease hazards. The work will be expanded to include any other indicated services which can be handled. Some of future extensions of the service under consideration are outlined below.

### MEDICAL SERVICE IN INDUSTRY

The Bureau is not directly concerned with industrial medical service but recognizes that such service is of inestimable value in the control of occupational disease hazards. Every effort will be exerted to assist the industrial physicians in the promotion of this service.

### NURSING SERVICE IN INDUSTRY

Reference already has been made to the values of industrial nursing service and to some of the Bureau's interests in this work. All possible assistance will be rendered to the nurses on a basis similar to that concerning industrial medical service.

### FURTHER DEVELOPMENT OF MEDICAL AND NURSING SERVICES IN THE CONTROL OF OCCUPATIONAL DISEASES

With the addition of another physician to the staff in July 1941, it will be possible to make more complete medical investigations of all occupational diseases reported to the Bureau. This service will be rendered for the purpose of procuring epidemiological information concerning the nature of the cases and the various circumstances in the plants and elsewhere which were responsible for the illness. Nursing participation in this service also will be developed. Much valuable information concerning the epidemiology of occupational diseases will be procured and used in bringing about more effective control of conditions responsible for such cases.

### FURTHER DEVELOPMENT OF EDUCATIONAL EFFORTS

Education is an important phase of a preventive medicine program and special attention will be given to the improvement of this service. The expanded program will provide for more technical articles, general bulletins and pamphlets, demonstrations and individual conferences dealing with various industrial health problems.

### CONCLUSIONS

The prospects for rendering effective service in the future appear more encouraging than has ever been realized before. A great deal of progress has been made in the development of proper appreciation of the importance of health conservation in industry. Industry, labor, and the medical profession are intensely interested in the work. The store of knowledge and the criteria for diagnosis and controlling occupational diseases have been greatly advanced. Additional State funds appropriated by the Legislature will provide more personnel and permit more effort in dealing with occupational health hazards. With all of these advantages it does not appear too optimistic to predict that past accomplishments in this field of work soon may be looked back upon as just a small start in the march toward the final goal—adequate control of every occupational health hazard in Connecticut.

[With the above statement was submitted the following supplemental material:]

### Occupational Environment—Sanitary Code, State of Connecticut

Regulation 280:

No person, firm, corporation, or other employer shall use or permit to be used in the conduct of his business, manufacturing establishment or other place of employment, any process, material or condition known to have an adverse effect on health, unless arrangements have been made to maintain the occupational environment in such a manner that injury to health shall not result.

Before any person, firm, corporation, or other employer shall undertake any actual construction in connection therewith, the State department of health shall be notified of any contemplated replacement, extension, or new installation of any industrial exhaust ventilating system for the removal of dust, fumes, vapors, mists, or gases, which may affect the health of workers.

Exposure to dusts, fumes, mists, vapors, gases, or any materials that may affect health shall be kept below the threshold limits as established in Regulation 281.

*Threshold limits of toxic materials*

Regulation 281:

| *Material* | *Concentration* |
|---|---|
| Benzene (Benzol) | 100 parts per million. |
| Carbon tetrachloride | 100 parts per million. |
| Carbon disulfide | 20 parts per million. |
| Carbon monoxide | 100 parts per million. |
| Chlorine | 1 part per million. |
| Chromic acid | 1.0 mg. per 10 cubic meters. |
| Formaldehyde | 20 parts per million. |
| Gasoline | 1,000 parts per million. |
| Hydrogen cyanide | 20 parts per million. |
| Hydrogen chloride | 10 parts per million. |
| Hydrogen fluoride | 3 parts per million. |
| Hydrogen sulfide | 20 parts per million. |
| Lead | 1.5 mgs. per 10 cubic meters. |
| Mercury | 1.0 mg. in 10 cubic meters. |
| Methanol | 100 parts per million. |
| Nitrogen oxides | 40 parts per million. |
| Phosgene | 1 part per million. |
| Sulfur dioxide | 10 parts per million. |
| Turpentine | 700 parts per million. |

Exposure to other materials not included shall be kept below injurious concentrations.

Dust (containing more than 90 percent free silica in the form of quartz) (smaller than 10 microns in longest dimension), less than 5,000,000 particles per cubic foot.

Dusts of other mineralogical composition shall be kept below concentrations which will be stipulated depending on the nature of the dust.

## POTENTIAL INDUSTRIAL HEALTH HAZARDS

[Source: Connecticut State Department of Health]

| | INDUSTRIAL CLASSIFICATION | HAZARD | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | 1 Acetaldehyde | 2 Acids or alkalis | 3 Acrolein | 4 Ammonia | 5 Aniline or other amino comps. | 6 Anthrax | 7 Antimony or comps. | 8 Arsenic or comps. | 9 Benzol | 10 Cadmium or comps. | 11 Carbon disulphide | 12 Carbon monoxide | 13 Carbon tetrachloride | 14 Chlorine |
| 1 | Abrasive products manufacturing | | | | | | | | | | | | | | |
| 2 | Advertising novelties and toy manufacturing | | × | | | | | | × | × | | | | | |
| 3 | Airplane manufacturing | | × | | | | | | | × | × | | | | |
| 4 | Agate and enamel ware manufacturing | | × | | | | | | | | | | × | | |
| 5 | Aluminum ware manufacturing | | × | | | | | | | | | | | | |
| 6 | Analytical chemists | | × | | × | | | | | × | | | | × | |
| 7 | Arms manufacturing | | × | | | | | | | | | | × | | |
| 8 | Artificial-silk manufacturing | | × | | | | | | | | | × | | | |
| 9 | Asbestos-goods manufacturing | | | | | | | | | × | | | | | |
| 10 | Automobile dismantling; junk handling | | × | | | | | | | | | | | | |
| 11 | Automobile-body manufacturing | | | | | | | | | × | | | | | |
| 12 | Automobile-radiator manufacturing | | × | | | | | | | | | | × | | |
| 13 | Auto accessories and service stations | | × | | | | | | | | | | × | | |
| 14 | Auto garages or repair shops | | × | | | | | | | | | | × | | |
| 15 | Battery manufacturing | | × | | | | | | | | | | | | |

| | INDUSTRIAL CLASSIFICATION | 15 Chromium comps. | 16 Cutting compounds and oils | 17 Cyanides | 18 Dyes | 19 Dust, asbestos | 20 Dust, free silica | 21 Dust, organic | 22 Dust, n. o. c. | 23 Formaldehyde | 24 Hydrogen sulphide | 25 Lead or comps. | 26 Methanol | 27 Mercury or comps. | 28 Methyl chloride |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | Abrasive products manufacturing | | | | | | × | | × | | | × | | | |
| 2 | Advertising novelties and toy manufacturing | × | × | × | × | | × | × | | × | | × | × | × | |
| 3 | Airplane manufacturing | × | × | × | | | × | | | | | × | | | |
| 4 | Agate and enamel ware manufacturing | × | | | | | × | | | | | × | | | |
| 5 | Aluminum ware manufacturing | | × | | | | | | × | | | | | | |
| 6 | Analytical chemists | | | | | | | | | | × | | | × | |
| 7 | Arms manufacturing | | × | × | | | × | | | | | | | × | |
| 8 | Artificial-silk manufacturing | | | | × | | | | | | × | × | | | |
| 9 | Asbestos-goods manufacturing | | | | | × | | | | | | × | | | |
| 10 | Automobile dismantling; junk handling | | | | | | | × | | | | × | | | |
| 11 | Automobile-body manufacturing | × | | | | | | | | | | × | | | |
| 12 | Automobile-radiator manufacturing | | × | | | | | | | | | × | | | |
| 13 | Auto accessories and service stations | | | | | | | | × | | | × | × | | |
| 14 | Auto garages or repair shops | | × | | | | | | | | | × | | | |
| 15 | Battery manufacturing | | | | | | | | | | | × | | | |

| | INDUSTRIAL CLASSIFICATION | 29 Nitrogen oxides | 30 Nitro compounds | 31 Nitroglycerine | 32 Phenol | 33 Phosphorus (white) | 34 Radioactive compounds | 35 Rubber accelerators | 36 Solvents (dermatitis) | 37 Solvents, n. o. c. (poisoning) | 38 Sulphur chloride | 39 Sulphur dioxide | 40 Tar | 41 Tetrachloroethane | 42 Toluol |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | Abrasive products manufacturing | | | | | | | | | | | | | | |
| 2 | Advertising novelties and toy manufacturing | | | | × | | × | | × | × | | | | | |
| 3 | Airplane manufacturing | | | | | | | | × | × | | | | × | |
| 4 | Agate and enamel ware manufacturing | | | | | | | | | | | | | | |
| 5 | Aluminum ware manufacturing | | | | | | | | | | | | | | |
| 6 | Analytical chemists | | | | | | × | | × | × | | | | | |
| 7 | Arms manufacturing | | | | | | | | × | × | | | | | |
| 8 | Artificial-silk manufacturing | | | | | | | | | | × | | | | |
| 9 | Asbestos-goods manufacturing | | | | × | | | | | | | | | | |
| 10 | Automobile dismantling; junk handling | | | | | | | | | | | | | | |
| 11 | Automobile-body manufacturing | | | | | | | | | | | | | | |
| 12 | Automobile-radiator manufacturing | | | | | | | | | | | | | | |
| 13 | Auto accessories and service stations | | | | | | | | × | | | | | | |
| 14 | Auto garages or repair shops | | | | | | | | | | | | | | |
| 15 | Battery manufacturing | | | | | | | | | | | | × | | |

| | INDUSTRIAL CLASSIFICATION | 43 Zinc (dust or fumes) | 44 Poisonous plants (ivy, etc.) | 45 Soap solutions, glue, etc. | 46 Gases, n. o. c. | 47 Poisonous substances, n. o. c. | 48 Infections, n. o. c. | 49 Trichlorethylene | 50 Plating solutions | 51 Buffing or polishing | 52 Dusty process, n. o. c. | 53 Electroplating | 54 Galvanizing | 55 Grinding | 56 Sand blasting |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | Abrasive products manufacturing | | | × | | | | | | | × | | | | |
| 2 | Advertising novelties and toy manufacturing | | | × | | | | × | × | × | | × | | × | × |
| 3 | Airplane manufacturing | | | × | | | | × | × | | | × | | | × |
| 4 | Agate and enamel ware manufacturing | | | | | | | | | | × | | | | × |
| 5 | Aluminum ware manufacturing | | | | | | | | | × | | | | × | |
| 6 | Analytical chemists | | | | × | × | | | | | | | | | |
| 7 | Arms manufacturing | | | | | | | × | × | × | | × | | × | × |
| 8 | Artificial-silk manufacturing | | | | | | | | | | | | | | |
| 9 | Asbestos-goods manufacturing | | | | | | | | | | × | | | × | |
| 10 | Automobile dismantling; junk handling | | | | | | × | | | | × | | | | |
| 11 | Automobile-body manufacturing | | | | | | | | | | | | | | |
| 12 | Automobile-radiator manufacturing | | | | | | | | | | | | | | |
| 13 | Auto accessories and service stations | | | | | | | | | | | | | | |
| 14 | Auto garages or repair shops | | | | | | | | | | | | | | |
| 15 | Battery manufacturing | | | | | × | | | | × | | | | | |

| | INDUSTRIAL CLASSIFICATION | 57 Sheradizing | 58 Spray coating | 59 Tumbling | 60 Painting | 61 Lead burning | 62 Molding (foundry) | 63 Rock drilling | 64 Welding | 65 Atmospheric pressure extremes | 66 Illumination defects | 67 Temperature extremes | 68 Excessive noise | 69 Excessive dampness | 70 Exposure |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | Abrasive products manufacturing | | | | | | | | | | | | | | |
| 2 | Advertising novelties and toy manufacturing | | × | | × | | | | | | | | | | |
| 3 | Airplane manufacturing | | × | | × | | | | × | × | | | | | |
| 4 | Agate and enamel ware manufacturing | | × | | | | | | | | | | | | |
| 5 | Aluminum ware manufacturing | | | | | | | | | | | | | | |
| 6 | Analytical chemists | | | | | | | | | | | | | | |
| 7 | Arms manufacturing | | × | | × | | | | | | | | | | |
| 8 | Artificial-silk manufacturing | | | | | × | | | | | | | | × | |
| 9 | Asbestos-goods manufacturing | | | | | | | | | | | | | | |
| 10 | Automobile dismantling; junk handling | | | | | | | | | | | | | | |
| 11 | Automobile-body manufacturing | | × | | × | | | | | | | | | | |
| 12 | Automobile-radiator manufacturing | | | | | | | | | | | | | | |
| 13 | Auto accessories and service stations | | | | | | | | | | | | | | × |
| 14 | Auto garages or repair shops | | × | | | | | | × | | | | | | |
| 15 | Battery manufacturing | | | | | × | | | | | | | | | |

| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 16 | Blacksmithing | | | | | | | | | | | |×| | | | |×| | | | | | | | | | | | | | | | | | | | | | | | | | | | | |×| | | | | | | | | | | | | | | | | | | |×| | | |
| 17 | Bootblacking and hat cleaning | | | | |×| | | |×| | |×| | | | | | | | | | | | | | | | | |×| | | | | | ×|×| | | | | | | | | |×| | | | | | | | | | | | | | | | | | | | | | |
| 18 | Brass or copper goods manufacturing | |×| | | | | | |×|×| | | | |×|×|×| | |×| | | | |×| |×| | | | | | | | | ×|×| | | | | |×| | | | | |×|×|×| |×| |×|×| |×| |×| | | | | | | |×| | | |
| 19 | Brick and clay products manufacturing | |×| | | | | | | | |×| | | | | | | | |×| |×| | |×| | | | | | | | | | | | | |×| | | | | | |×|×| | | | |×| | | | | | | | | | | | | | | |×| | | |
| 20 | Brush or broom manufacturing | | | | | |×| | | | | | | |×| | | | | | |×| |×| |×| | | | | | | | | | | | | |×|×| | | | |×| | | | | | | |×| | | | | | | | |×| | | | | | | | | |
| 21 | Button manufacturing | |×| | | | | | | | | | | | | | |×| | | |×|×| | |×| |×| | | | |×| | | |×|×| | | | | | | | | | | |×|×| |×|×| | | | | |×|×|×| | | | | | | | | | |
| 22 | Cable and wire insulating | | | | | | | | |×| | | |×| | | | |×| | |×| | |×| | | | | | | | | |×|×|×| | |×| | | | | | | | | | | |×| | | | | | | | | | | | | | | | | | | |
| 23 | Cable and wire manufacturing | |×| | | | | | | | | |×| | | |×| | | | | | | | |×| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 24 | Caisson work | | | | | | | | | | | | | | | | | | | | | | | |×| | | | | | | | | | | | | | | | | | | | |×| | | | | | | | | | | | | | | | | |×| |×| | | |×| |
| 25 | Carbon-paper or typewriter-ribbon manufacturing | | | | | | | | |×| | | | | | | | |×| | | | | | | | | | | | | | | | |×|×| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 26 | Carpet or rug manufacturing | | | | | |×| |×| | | | | | |×| | | |×| | |×| | | | | | | | | | | | | | | | | | | | | | |×| | | | | | |×| | | | | | | | | | | | | | | | | | |
| 27 | Celluloid goods manufacturing | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |×|×| | | | | | | | | | | | | | | |×| | | | | | | | | | | | | | | | | | |
| 28 | Chemical manufacturing (toxic materials in air) | |×| | | | | |×| | |×| | | | | | |×| |×| | |×| |×| | | |×| | | |×| |×|×|×| |×| | | | | | |×|×| | | | | |×| | | | | | | | | | | | | | | | | | |
| 29 | Chemical manufacturing (toxic materials enclosed) |×|×| |×|×| | | |×| |×|×|×|×| | |×|×| | | | |×|×| |×|×|×| |×| |×| | |×| |×|×|×| |×|×| | | | |×| | | | | | | | | | | | | | |×| | | | | | | | | |
| 30 | Chemical manufacturing (slight toxicity) | |×| |×| | | | | | | | | | | | | | | | | |×|×| | |×| | | |×| |×| | |×|×|×| | | | | | | | |×|×|×| | | | | |×| | | | | | | | | | | | | | | | | |
| 31 | Cigar and cigarette manufacturing | | | | | | | | | | | |×| | | | |×| | | |×| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |×| | | | | | | | | | | | | | | | | | |
| 32 | Cleaning and dyeing | |×| |×| | | | |×| |×| |×| | | | |×| | | | | | | |×| | | | | | | | | |×|×| | | | | | | | |×| |×| | | | | | | | | | | | | | | | | | | | | | | | |
| 33 | Clock and watch manufacturing | |×| | | | | | | | | | | |×|×|×| | | | |×| | |×| | | | | | | | |×| | | | | | | | | | | | | | | |×|×|×| |×| |×| | |×| |×| | | | | | | | | | |
| 34 | Coke manufacturing (by-products ovens) | |×| |×| | | | |×| | |×| | | | | | | | | | |×| | | | | | | |×| | | | | | |×|×| | | | | | | | | | | |×| | | | | | | | | | | | | |×| | |×|
| 35 | Composition goods manufacturing |×| | | | | | | | | | |×| | |×| |×| | | |×|×|×| | | | | | | |×| | | | | | | | | | | | | | | | | |×|×| | |×| | | | | | | | | | | | | | | |
| 36 | Concrete products manufacturing | |×| | | | | | | | | | | | | | | | | |×| |×| | | | | | | | | | | | | | | | | | | | | | | | | | | |×| | | | | | | | | | | | | | | | | | |
| 37 | Drug, medicine or pharmaceutical manufacturing | |×| | | | | |×|×| | | |×| | | | | | | | | | | | |×|×| | | | |×| | | | | |×| | | | |×| | | | |×| | | | |×| | | | | | | | | | | | | | | | | | |
| 38 | Electric apparatus and fixture manufacturing | |×| | | | | | |×| | | |×| |×|×|×| | |×| |×|×| |×| |×| | | | |×| | | |×|×| | | | | | | | | |×| |×|×|×| |×| |×|×| |×| |×| | | | | | | | | | |
| 39 | Electric light and power companies | |×| | | | | | | | | |×| | | | | | | | | | | | |×| |×| | | | | | | | | | | | | | | | |×| | | | | | | | | | | | | | | | | | | | | | | |×|
| 40 | Electroplating | |×| |×| | | |×|×|×|×| |×| |×| |×| | | | | | | |×| |×| |×| | | | | | |×|×| | | | | | | | |×| | |×|×|×| |×| | |×| | | | | | | | | | | | | | |

## POTENTIAL INDUSTRIAL HEALTH STRENGTH—Continued

| | INDUSTRIAL CLASSIFICATION | HAZARD | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
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| | | 1 Acetaldehyde | 2 Acids or alkalis | 3 Acrolein | 4 Ammonia | 5 Aniline or other amino comps | 6 Anthrax | 7 Antimony or comps. | 8 Arsenic or comps. | 9 Benzol | 10 Cadmium or comps. | 11 Carbon disulphide | 12 Carbon monoxide | 13 Carbon tetrachloride | 14 Chrlorine | 15 Chromium comps. | 16 Cutting compounds and oils | 17 Cyanides | 18 Dyes | 19 Dust, asbestos | 20 Dust, free silica | 21 Dust, organic | 22 Dust, n. o. c. | 23 Formaldehyde | 24 Hydrogen sulphide | 25 Lead or comps. | 26 Methanol | 27 Mercury or comps. | 28 Methyl chloride | 29 Nitrogen oxides | 30 Nitro compounds | 31 Nitroglycerine | 32 Phenol | 33 Phosphorus (white) | 34 Radioactive compounds | 35 Rubber accelerators | 36 Solvents (dermatitis) | 37 Solvents, n. o. c. (poisoning) | 38 Sulphur chloride | 39 Sulphur dioxide | 40 Tar | 41 Tetrachloroethane | 42 Toluol | 43 Zinc (dust or fumes) | 44 Poisonous plants (ivy, etc.) | 45 Soap solutions, glue, etc. | 46 Gases, n. o. c. | 47 Poisonous substances, n. o. c | 48 Infections, n. o. c. | 49 Trichlorethylene | 50 Plating solutions | 51 Buffing or polishing | 52 Dusty process, n. o. c. | 53 Electroplating | 54 Galvanizing | 55 Grinding | 56 Sand blasting | 57 Sheradizing | 58 Spray coating | 59 Tumbling | 60 Painting | 61 Lead burning | 62 Molding (foundry) | 63 Rock drilling | 64 Welding | 65 Atmospheric pressure extremes | 66 Illumination defects | 67 Temperature extremes | 68 Excessive noise | 69 Excessive dampness | 70 Exposure |
| 41 | Electrotyping | |X| | | | | | | | | | | | | | | | | | | | | | |X| | | | | | | | | | | | | | | | | | | | | | | | |X|X| | | | | | | | | | | | | | | | | | | | | |
| 42 | Explosives manufacturing |X|X| |X|X| | | |X|X|X| | | |X| |X| | | | | |X| |X|X|X| |X|X|X|X|X| | |X|X| | | | | | | | | |X| | | |X| |X| | | | | | | | | | | | | | | | | |
| 43 | Farming or gardening | | | | | |X| |X| | | | | | | | |X| | | |X| | | |X| | | | | | |X| | | | | | | | | | | |X| |X|X|X| | | | | | | | | | | | | | | | | | | | | |X|
| 44 | Fertilizer manufacturing | |X| |X| | | | | | | | | | | | |X| | | |X|X| | | | | | | | | | | | | | | | |X| | | | | | |X|X|X| | | |X| | | | | | | | | | | | | | | | | | |
| 45 | Fishing rod and tackle manufacturing | |X| | | | | | |X| | | | | | |X| | | | | | | | | | | | | | | | | | | | |X| | | | | | | |X| | | | | |X| |X| | | | | | |X| | | | | | | | | | |
| 46 | Foodstuffs, preparation of | | |X| | | | | | | | | | | | | | | | | |X| |X| | | | | | | | | | | | | | | |X| | | | | |X|X| |X| | | |X| | | | | | | | | | | | | | | | | | |
| 47 | Foundries, iron or steel | |X| | | | | | | | | |X| | | | | | | |X| |X| | | | | | | | | | | | | | | | | | | | | | | | | | | |X|X| | |X|X| | |X| | |X| | | | |X| | | |
| 48 | Foundries, nonferrous metals | | | | | | | |X| |X| |X| | | | | | | |X| |X| | |X| | | | | | | |X| | | | | |X| | | |X| | |X|X| | | |X|X| | |X|X| | |X| | |X| | | | |X| | | |
| 49 | Fur handling (excluding hatters' fur) | | | | | |X| |X| | | | | | | | | |X| | |X| | | | | | | | | | | | | | | | | | | | | | | | | |X| | | |X| | | | | | | | | | | | | | | | | | |
| 50 | Furniture manufacturing | | | | | | | | |X| | | | | |X| | | | |X|X| | | |X|X| | | | | | | | | |X|X| | | | | | | | | | | | | | |X| | | | | | |X| |X| | | | | | | | | | |
| 51 | Garbage works, including rendering | |X|X|X| | | | | | | | | |X| | | | | | |X| | | | | | | | | | | | | | | |X| | | | | | | | | | |X| | | |X| | | | | | | | | | | | | | | | | | |
| 52 | Gas works | |X| |X| | | | |X| | |X| | | | |X| | | | | | |X| | | | | | | | |X| | | | | |X|X| | | | | |X| | | | | | | | | | | | | | | | | | | | | | | | |
| 53 | Glassware manufacturing |X|X| |X| | | |X| | | | | | | | |X| | |X| |X|X| |X| | | | | | | | | | | | | | | | | | | | | |X| | | |X| | | |X| | | | | | | | | | | |X| | | | |
| 54 | Gold leaf manufacturing | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |X| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 55 | Hardware manufacturing | |X| | | | | |X| |X| |X|X| |X|X|X| | |X| | | | |X| |X| | | | | | | | |X|X| | | | | |X| | | | | |X|X|X| |X|X|X|X| |X|X|X| | | |X| | |X|X| | |
| 56 | Hat manufacturing (not straw or cloth) | |X| | | | | |X| | | |X| | | | | |X| | |X|X| | | |X|X| |X| | | | | | |X| | | | | | | | |X| | |X| | | |X| | | | | | | | | | | | | | | | |X| |
| 57 | Hat manufacturing (straw) | | | | | | | | | | | | |X| | | |X| | |X| |X| | | | | | | | | | | | |X| | | | | | | | |X| |X| | | | | | | | | | | | | | | | | | | | | | | |

| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
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|58|Hatter's fur manufacturing| |X| | | | | |X| | | | | | | | | | | |X| | | | | |X| |X| | | | | | | | | | | | | | | | | | | |X| | | |X| | | | | | | | | | | | | | | | | | |
|59|Ice manufacturing| | | |X| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |X| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |X|
|60|Instrument manufacturing| |X| | | | | | | | | | | | |X|X|X| | | | | | | | | | |X| | | | | | | | |X|X| | | | | | | | | | | |X|X|X| |X| |X| | |X| | | | | | | | | | | | | | |
|61|Jewelry manufacturing| |X| | | | | | | | | | | | |X| |X| | | | | |X| | |X| |X| |X| | | | | | | |X|X| | | | | | | | |X| |X|X|X| |X| |X| | |X| | | | | | | | | | |X| | | | |
|62|Lacquer, paint, and varnish manufacturing|X|X|X|X|X| | |X|X| | | |X| |X| | | | | | |X|X| |X|X|X| | | | |X| | | |X|X| | |X|X|X| | | | |X| | | | | | | | | | | | | | | | | | | | | |X| | |
|63|Laundries| |X| |X| | | | | | | |X| |X| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |X|X| |X| | | | | | | | | | | | | | | | | |X| |X| |
|64|Lead works (excluding smelting)| | | | | | | | | | | |X| | | | | | | | | | | | |X| | | | | | | | | | | | | | | | | | | | | | | | | |X| | | | | | | | | | |X| | | | | | | | | |
|65|Leather goods manufacturing| | | | | | | | |X| | | | | | | | | |X| | |X| | | | | | | | | | | | | | |X|X| | | | | | | |X| | | | | | | | | | | | | |X| | | | | | | | | | | | |
|66|Leather manufacturing, including tanning| |X| |X|X|X| |X|X| | | | | |X| |X|X| | |X| |X|X|X| |X| | | | | |X| | | |X|X| |X| | |X| | |X|X| |X| | | | | | | | | | | | | | | | | | | | | |X|
|67|Leather manufacturing (imitation)| |X| | |X| | |X|X| | | | | |X| | |X| | | | | | |X| | | | | | | | | | |X|X| | | | |X| | | | | | | | | | | | | | | | | | | | | | | | | | | |
|68|Machine shops| |X| | | | | | | | | |X| | | |X|X| | | | | | | |X| | | | | | | | | | |X| | | | | | |X| | | | | | | | | | | | |X| | | | | | | |X| | |X|X| | |
|69|Machine manufacturing, n. o. c| |X| | | | | | | |X| |X|X| |X|X|X| | |X| |X| | |X| | | | | | | | | | |X|X| | | | | | | | | |X| |X|X|X| |X| |X|X| |X|X|X| | | |X| | | | | | |
|70|Metal-goods manufacturing| |X| | | | | | | | | | | | |X|X|X| | |X| |X| | |X| | | | | | | | | | |X|X| | | | | | | | | | | | | | | | |X| | | |X| | | | | | | | | | | | |
|71|Musical instruments manufacturing| | | | | | | | | | | | | | | |X| | | | |X| | | |X| | | | | | | | | | |X|X| | | | | | | | |X| | | | | |X| |X| | | | |X| | | | | | | | | | | | |
|72|Office machinery manufacturing| |X| | | | | | | |X| |X| | |X|X|X| | |X| |X| | |X| | | | | | | | | | |X|X| | | | | | | | | |X| |X|X|X| |X| |X|X| |X|X|X| | | | | | | | | | |
|73|Painting| |X| |X|X| | |X|X| | | |X| |X| | | | | | | | | |X|X|X| | | | | | | | |X|X| | |X|X|X| | | | | |X| | | | |X| | | | | | |X| |X| | | | | | | | | | |
|74|Paper and pulp manufacturing| |X| | | | | |X| | | | | |X| | | |X| | |X|X|X|X| | | | | | | | | | | | | | |X| | | | | | |X| |X| | | | | | | | | | | | | | | | | | | |X| |X| |
|75|Paper-goods manufacturing| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |X| | | | | | | | | | | | | | | | | | | | | | | | | |
|76|Printing, lithographing, etc| |X| | |X| | |X|X| | |X| | |X| | | | | | |X| | |X|X|X| |X| | | | | | | |X|X| | | |X| | | | | |X| |X|X| | |X| | | | | | | | | | | | | |X| | | | |
|77|Quarrying| | | | | | | | | | | |X| | | | | | | |X| |X| | | | | | | | |X| | | | | | | | | | | | | | | | | | | | |X| | | | | | | | | | |X| | | | | | |X|
|78|Refining and smelting| |X| | | | | |X| | | |X| | | | |X| | | | |X| |X|X| |X| | | | | | | | | | | |X| | | |X| | | | | | | | |X| | | | | | | | | | | | | | |X| | | |
|79|Rolling mills (steel or iron)| |X| | | | | | | | | |X| | | |X| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |X|X| | |
|80|Rolling mills (nonferrous metals)| | | | | | | | | | | |X| | | |X| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |X|X| | |
|81|Rubber goods manufacturing| |X| | |X| |X|X|X| |X| |X| |X| | | | |X|X|X|X|X|X|X| | | | | |X| | |X|X|X|X|X| |X| |X| | | | | | | | | |X| | | | | | | | | | | | | | | |X| | | |
|82|Sewage disposal plants| |X| |X| | | | | | | | | |X| | | | | | | | | |X| | | | | | | | | | | | | | | | | | | | | |X| |X| | | | | | | | | | | | | | | | | | | | |X| |
|83|Shipbuilding| |X| | | | | | | | | |X| |X| |X| | | | |X| | | |X| | | | | | | | | | |X|X| | | | | | | | | |X| | | | | | | | | | | | |X| |X| | | |X| | |X| |X| |
|84|Shoe and shoe sundries manufacturing| | | |X| | | | | |X| | | | | | | | |X| | |X| | | | |X|X| | |X| | | | | |X|X| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|85|Silverware manufacturing| |X| | | | | | | | | | | | |X|X|X| | | | | |X| | | | | |X| |X| | | | | | |X|X| | | | | | | | | | | | |X|X|X| |X| |X| | |X| | | | | | | | | | | | | | |

## POTENTIAL INDUSTRIAL HEALTH HAZARDS—Continued

| | INDUSTRIAL CLASSIFICATION / HAZARD | 1 Acetaldehyde | 2 Acids or alkalis | 3 Acrolein | 4 Ammonia | 5 Aniline or other amino comps. | 6 Anthrax | 7 Antimony or comps. | 8 Arsenic or comps. | 9 Benzol | 10 Cadmium or comps. | 11 Carbon disulphide | 12 Carbon monoxide | 13 Carbon tetrachloride | 14 Chlorine | 15 Chromium comps. |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 86 | Soap or soap powder manufacturing | | X | X | | | | | | X | | | | | | |
| 87 | Steel and iron fabrication | | | | | | | | | | | | X | | | |
| 88 | Stone cutting and polishing | | | | | | | | | | | | | | | |
| 89 | Textile or textile goods manufacturing | | X | | | | | | | | | | X | | | |
| 90 | Textile finishing—dyeing, etc | | X | | X | X | | | X | | X | | X | X | X | X |
| 91 | Tool manufacturing | | X | | | | | | | | | | X | | | X |
| 92 | Woodworking | | | | | | | | | | | | | | | X |
| 93 | Contractors—all kinds, n. o. c | | X | | | | | | | | | | X | | | |
| 94 | Not otherwise classified | | X | X | X | | X | | X | X | | | X | X | X | X |
| 95 | Breweries | | X | | | | | | | | | | | | | |
| 96 | Gasoline and oil bulk stations | | | | | | | | | X | | | | | | |
| 97 | | | | | | | | | | | | | | | | |
| 98 | | | | | | | | | | | | | | | | |
| 99 | | | | | | | | | | | | | | | | |
| 100 | | | | | | | | | | | | | | | | |

| | INDUSTRIAL CLASSIFICATION / HAZARD | 16 Cutting compounds and oils | 17 Cyanides | 18 Dyes | 19 Dust, asbestos | 20 Dust, free silica | 21 Dust, organic. | 22 Dust, n. o. c. | 23 Formaldehyde | 24 Hydrogen sulphide | 25 Lead or comps. | 26 Methanol | 27 Mercury or comps. | 28 Methyl chloride | 29 Nitrogen oxides | 30 Nitro compounds |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 86 | Soap or soap powder manufacturing | | | | | X | X | X | X | X | | X | | | | X |
| 87 | Steel and iron fabrication | | | | | | | | | | X | | | | | |
| 88 | Stone cutting and polishing | | | | | X | | X | | | | | | | | |
| 89 | Textile or textile goods manufacturing | | | X | | | X | | | | X | | | | | |
| 90 | Textile finishing—dyeing, etc | | X | X | | | X | | X | | X | | X | | | |
| 91 | Tool manufacturing | X | X | | | X | | X | | | X | | | | | |
| 92 | Woodworking | | | | | X | X | X | | | X | X | | | | |
| 93 | Contractors—all kinds, n. o. c | | | | | X | | X | | | X | | | X | | |
| 94 | Not otherwise classified | | X | X | | X | | X | X | | X | X | X | X | X | |
| 95 | Breweries | | | X | | | X | | | | | | | | | |
| 96 | Gasoline and oil bulk stations | | | | | | | | | | X | | | | | |
| 97 | | | | | | | | | | | | | | | | |
| 98 | | | | | | | | | | | | | | | | |
| 99 | | | | | | | | | | | | | | | | |
| 100 | | | | | | | | | | | | | | | | |

| | INDUSTRIAL CLASSIFICATION / HAZARD | 31 Nitroglycerine | 32 Phenol | 33 Phosphorus (white) | 34 Radioactive compounds | 35 Rubber accelerators | 36 Solvents (dermatitis) | 37 Solvents, n. o. c. (poisoning) | 38 Sulphur chloride | 39 Sulphur dioxide | 40 Tar | 41 Tetrachloroethane | 42 Toluol | 43 Zinc (dust or fumes) | 44 Poisonous plants (ivy, etc.) | 45 Soap solutions, glue, etc. |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 86 | Soap or soap powder manufacturing | | | | | | X | | | | | | | | | X |
| 87 | Steel and iron fabrication | | | | | | | | | | | | | | | |
| 88 | Stone cutting and polishing | | | | | | | | | | | | | | | |
| 89 | Textile or textile goods manufacturing | | | | | | | | | | | | | | | X |
| 90 | Textile finishing—dyeing, etc | | X | | | | X | X | X | X | X | | | | | X |
| 91 | Tool manufacturing | | | | | | X | X | | | | | | | | |
| 92 | Woodworking | | | | | | X | X | | | X | | | | | |
| 93 | Contractors—all kinds, n. o. c | X | | | | | | | | X | X | | | | X | |
| 94 | Not otherwise classified | | | | X | | X | X | | X | | | | | X | X |
| 95 | Breweries | | X | | | | | | | | | | | | | |
| 96 | Gasoline and oil bulk stations | | | | | | X | | | | | | | | | |
| 97 | | | | | | | | | | | | | | | | |
| 98 | | | | | | | | | | | | | | | | |
| 99 | | | | | | | | | | | | | | | | |
| 100 | | | | | | | | | | | | | | | | |

| | INDUSTRIAL CLASSIFICATION / HAZARD | 46 Gases, n. o. c. | 47 Poisonous substances, n. o. c. | 48 Infections, n o. c. | 49 Trichlorethylene | 50 Plating solutions | 51 Buffing or polishing | 52 Dusty process, n. o. c. | 53 Electroplating | 54 Galvanizing | 55 Grinding | 56 Sand blasting | 57 Sheradizing | 58 Spray coating | 59 Tumbling | 60 Painting |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 86 | Soap or soap powder manufacturing | | X | X | | | | X | | | | | | | | |
| 87 | Steel and iron fabrication | | | | | | | | | | | | | | | X |
| 88 | Stone cutting and polishing | | | | | | X | | | | X | X | | | | |
| 89 | Textile or textile goods manufacturing | X | X | X | | | | | | | | | | | | |
| 90 | Textile finishing—dyeing, etc | | X | | | | | | | | | | | | | |
| 91 | Tool manufacturing | | | | X | X | X | | X | | X | X | | X | X | X |
| 92 | Woodworking | | X | | | | X | X | | | | | | X | | X |
| 93 | Contractors—all kinds, n. o. c | X | | | | | | X | | | | | | X | | X |
| 94 | Not otherwise classified | X | X | X | | | | X | | | | | | | | X |
| 95 | Breweries | X | | | | | | | | | | | | | | |
| 96 | Gasoline and oil bulk stations | | | | | | | | | | | | | | | |
| 97 | | | | | | | | | | | | | | | | |
| 98 | | | | | | | | | | | | | | | | |
| 99 | | | | | | | | | | | | | | | | |
| 100 | | | | | | | | | | | | | | | | |

| | INDUSTRIAL CLASSIFICATION / HAZARD | 61 Lead burning | 62 Molding (foundry) | 63 Rock drilling | 64 Welding | 65 Atmospheric pressure extremes | 66 Illumination defects | 67 Temperature extremes | 68 Excessive noise | 69 Excessive dampness | 70 Exposure |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 86 | Soap or soap powder manufacturing | | | | | | | | | X | |
| 87 | Steel and iron fabrication | | | | X | | | | X | | |
| 88 | Stone cutting and polishing | | | X | | | | | X | | |
| 89 | Textile or textile goods manufacturing | | | | | | X | | | | |
| 90 | Textile finishing—dyeing, etc | | | | | | | | | X | |
| 91 | Tool manufacturing | | | | | | | | | | |
| 92 | Woodworking | | | | | | | | | | |
| 93 | Contractors—all kinds, n. o. c | X | | X | | | | | | | X |
| 94 | Not otherwise classified | | | | | | | X | | | X |
| 95 | Breweries | | | | | | | | | X | |
| 96 | Gasoline and oil bulk stations | | | | | | | | | | |
| 97 | | | | | | | | | | | |
| 98 | | | | | | | | | | | |
| 99 | | | | | | | | | | | |
| 100 | | | | | | | | | | | |

## A PROGRAM FOR THE EXTENSION AND IMPROVEMENT OF INDUSTRIAL MEDICAL SERVICE IN CONNECTICUT

BY CLIFFORD M. KUH, M. D.

The progress made in recent years in providing medical and surgical service for industrial employees is a measure of the changing concepts of the importance of employees' health. It is not within the scope of this discussion to review developments in this field or to appraise the respective roles of industry, labor, and the medical profession. The present level of proficiency in industrial health conservation has resulted from their combined efforts, aided in Connecticut by an ably written compensation law wisely administered by Connecticut's compensation commissioners, and by an efficient bureau of the State department of health for the control of occupational diseases.

Despite noteworthy progress, there are still many improvements to be made before the general health status of employees reaches the highest possible level. Industry is still carrying many of the expensive and unnecessary burdens of preventable illness and injury.

To employees, poor health means loss of wages, shorter periods of usefulness and resulting social and financial privations which they and their dependents must bear. To the employers, such health experiences mean loss of services of the employee, forced use of less skilled employees, retarded production schedules and increased manufacturing costs.

The national preparedness program creates demands which tax production severely and put a premium on the physical well-being of employees. Health problems of normal periods are accentuated and new ones will be created, as industry speeds operations, employs untrained and physically defective employees, and institutes new processes of unknown or detrimental health significance.

Such problems will arise at the very time when the physical fitness of each employee will have a marked influence upon the extent to which industry will meet the abnormal demands for its services.

Aware of the health problems which confront industry during normal times and cognizant of the intensification of these hazards during periods of increased industrial activity, the joint committee offers the following suggestions for the extension and improvement of industrial medical service.

### OBJECTIVES OF INDUSTRIAL MEDICAL SERVICE

The purpose of industrial medical service may be stated to be the preservation and promotion of the health of employees. This implies first of all, the provision of a safe and congenial environment for every employee and, secondly, his proper placement and advancement within the organization through competent evaluation of the employee as a physical and mental being.

Improved health and more effective utilization of manpower should make for a better product. Less sickness and fewer accidents should result in less compensation cost, fewer unjust claims for injuries, less absenteeism, less labor turn-over and, hence, a better production schedule. A better product and a healthier, and consequently happier, personnel should increase company goodwill.[1] [2]

The employee as well as the employer has an obligation in respect to the maintenance of health. Every employee is expected to utilize the safety measures provided by the plant. It is obvious that labor and industry have definite responsibilities mutually concerning the protection of health. Efficient industrial medical service of the type outlined below should be beneficial to both in their efforts to bring about better health conditions and in improving general industrial relationships.

### FUNCTIONS OF THE SERVICE

The type of industrial medical service under consideration deals with the following activities:

1. Control of plant environment.
2. Physical examinations and supervision of employees:
    - (*a*) Preemployment examinations.
    - (*b*) Periodic examinations.
    - (*c*) Transfer examinations.
    - (*d*) Examinations following absence.
    - (*e*) Records and procedure.

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[1] Do Good Working Conditions Pay?, published by National Association of Manufacturers, New York, N. Y., 1939.

[2] Who's Too Small For a Health Program?, published by National Association of Manufacturers, New York, N. Y., 1939.

3. Therapy.
4. Special investigations.
    - (*a*) Studies of accomplishments.
    - (*b*) Other special studies.
5. Education.

### CONTROL OF PLANT ENVIRONMENT

The physician is actually the health director of the plant and responsible for all phases of preventive medicine. He should have a thorough knowledge of all processes and materials being used and of the actual and potential health hazards involved. It is the physician's duty to see that the employees are adequately protected against any conditions which might cause illness or injury. The provision of proper safety measures and the identification, measurement, and control of dusts, fumes, gases, etc., usually are the immediate responsibility of the safety engineer or others, but the plant physician should be able to assist in the evaluation of the extent of these hazards and the effectiveness of control measures for he sees the physical effect upon the employees of the lack of these measures.

Plant housekeeping, toilet facilities, drinking facilities, lighting, heating, ventilation and air conditioning also play important roles in the health and safety program of any plant. The extent to which the plant physician concerns himself with these considerations—all preventive phases of his work—will determine to no small degree the effectiveness of the services he renders.

One of the most satisfactory ways for the physician to assist in controlling plant environment is to inspect periodically the plant and the personnel en masse, submitting a written report of his findings on a special plant-inspection form. He should be accompanied in the tour about the plant by an official of the company so that remedial measures may be pointed out.

### PHYSICAL EXAMINATIONS AND SUPERVISION OF EMPLOYEES

Physical examinations of employees are an important part of medical service in industry. They are useful in determining the physical fitness of applicants for employment; in permitting the proper placement in the organization of the defective or older worker (particularly important in times of preparedness); and in measuring the progress of efforts to control occupational hazards. Likewise, physical examinations are beneficial to all in industry because physical defects are discovered oftentimes when correction is still possible.

Physical examinations of employees may be classified according to type, as follows:

(*a*) *Preemployment examinations.*—The preemployment or placement examination should be made, as the name implies, before the applicant is employed, so that his physical fitness for any duty can be determined.

The extent of the preemployment examination cannot be defined here for all industrial conditions, but some general phases may be mentioned. Whenever practical, a careful clinical and occupational history should be taken and the examination should include vision, hearing, blood pressure, the heart and lungs, spine, extremities, abdomen, inguinal rings, etc. Routine urinalyses should be made and under certain conditions it is desirable to include blood Wassermanns, chest X-rays, and other diagnostic procedures.

(*b*) *Periodic examinations.*—Employees exposed to hazardous conditions or in charge of operations which may be hazardous to other employees should be examined as frequently as the circumstances indicate. These examinations may be limited to a few essential observations and laboratory tests depending upon the early manifestations of the occupational disease.

Employees showing evidence of occupational disease should be removed from exposure and appropriately treated. Necessary steps should be taken to control the hazard. The disease should be reported on forms provided by the Bureau of Industrial Hygiene of the Connecticut State Department of Health.

Periodic physical reexamination of all employees whether or not exposed to hazardous conditions is desirable at least every 1 or 2 years. When this is not practicable, partial physical reexamination, depending on findings at time of the last examination, and selected laboratory tests may be employed. Other minimal types of periodic rechecking of employees are possible such as the employment of a personal history form without physical examination, aiming to ascertain whether symptoms or warning signals are present, with the idea of referring selected cases to their family physician.

Periodic reexamination should include office as well as factory employees. The inclusion of executive personnel in particular often has the beneficial effect of selling the examinations to the other employees.

Periodic examinations of members of employee mutual benefit associations are desirable in order to lower morbidity and mortality rates. If examinations of this type are made the records must be kept strictly confidential, and neither membership in the association nor benefits derived should be affected by the results of the examination. Depending on the method of financing accident, sickness and death benefits, examinations before admission to the association may also be indicated.

(*c*) *Transfer examinations.*—Employees to be transferred permanently or for an indefinite period from one job to another varying in nature and physical requirements from the original occupation should be examined prior to the transfer to determine any harmful effect of the old job as well as their physical fitness for the new one. This refers not only to transfer to heavier work but in certain instances, as in the case of older or disabled employees, to other work more suitable to their physical capacity.

(*d*) *Examinations following absence.*—Employees returning to work following absence because of illness or injuries, or after prolonged absence for any reason should be subject to examination in accordance with a plan acceptable to the company physician.

(*e*) *Records and procedure.*—Detailed information is readily available concerning the scope of the comprehensive physical examination and concerning forms to be used for recording both the preemployment and periodic reexamination.[3] [4]

Where there are important physical findings the employee should be advised to request his family doctor to get in touch with the examining physician. When requested, a detailed report should be sent to the family doctor.

Complete records of all findings, instructions, estimates of disabilities, etc., should be kept strictly confidential and be available only to the physician in charge or those under his supervision. Codes or other forms of physical classification may be submitted to the proper officials so that they may know only the employee's physical fitness for work.

The decision of the physician should be respected in all matters relating to the physical fitness of, and medical care needed by, the examinee. All reportable diseases, occupational or nonoccupational, as well as accidents should be brought to the attention of the proper city or State officials.

## THERAPY

The therapeutic functions of the industrial physician should be limited to the care of occupational injuries and diseases, in accordance with the Compensation Act of Connecticut;[5] to the physical rehabilitation of injured workers; and to first aid and other minor illnesses of nonoccupational nature for which the employee would not ordinarily consult his family doctor. The plant physician should not assume any functions in connection with his duties in the plant which belong to the personal or family physician.

## SPECIAL INVESTIGATIONS

(*a*) *Studies of accomplishments.*—An important phase of the industrial physician's duties involves the evaluation of efforts to safeguard the health of employees. Complete records should be kept of all services rendered; of sickness and accident experiences, particularly those causing absence from work;[6] of special control measures which have been installed; and of costs of medical service and of compensation. Periodic analyses of these data according to departments or occupation, particularly the determination of accident frequency and severity rates, represent one of the best possible means of measuring accomplishments and substantiating claims for the continuation and expansion of the medical service.

(*b*) *Other special studies.*—The factors and circumstances which do or may impair the health of industrial employees present many opportunities for study to the progressive industrial physician. Many of the hazards to be found in industries are well known and readily controllable through existing methods. Others are not so well known and their elimination or control necessitates more specific knowledge.

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[3] Medical Service in Industry and Workmen's Compensation Laws, published by American College of Surgeons, Chicago, Ill., 1938.

[4] Wisconsin Physical Examination Program, Industrial Commission of Wisconsin, reprinted by Employers Mutual Liability Insurance Co., Wausau, Wis., 1939.

[5] Workmen's Compensation, Bulletin No. 15, issued by the Board of Compensation Commissioners, Hartford, Conn., 1939.

[6] A Proposed Plan for the Recording of Industrial Absenteeism, published by the Division of Industrial Hygiene, National Institute of Health, United States Public Health Service, Washington, D. C., 1940.

It is not advocated or expected that industrial physicians devote a major portion of their time to research or specific investigations. However, it is desirable that whenever new processes or materials are introduced into a plant, the industrial physician should be notified immediately by the management, in order that he may be on the alert for any new occupational hazards.

Under the stress of the national preparedness program a number of universities are extending their research activities to include industrial medicine. Industry and the industrial physician should be afforded the opportunity to participate in, or to benefit by, those studies.

Among the various conditions deserving further study by industry, the medical profession and the university, may be mentioned the following:

1. Improved methods of diagnosing, classifying, and treating occupational diseases and injuries.
2. Methods of measuring and controlling new and unusual health hazards.
3. The effect on the health and efficiency of employees of such factors as fatigue, emotional strain (especially that of war or defense preparations), nutrition, social and economic problems, housing, etc.
4. The influence of types of work or of general plant conditions (lighting, ventilation, sanitation, etc.) upon the health of employees, notably upon the spread of respiratory and other communicable diseases.
5. The effect upon the mental and physical health of employees, of employee relationships, and the attitude and policies of management.
6. Elucidation of standards of physical and mental fitness for work (including aptitude tests) classified by job, with emphasis on rehabilitating and placing old or handicapped employees.
7. The effect on the health and efficiency of employees of a deficiency of one or more vitamins.

### EDUCATION

Education is a fruitful phase of service for industrial physicians. Industrial employees may be willing to do their part in safeguarding their health at the plant, but they may not know what to do or how. Likewise employees do not always fully understand the nature of some of their personal health problems or how they may be brought under control.

The opportunities of the industrial physician are many for showing both employees and employers alike how they can make greater effort to safeguard their general health, increase their personal efficiency, reduce absenteeism, and utilize to the best possible advantage the control measures instituted by the plant.

The inauguration of American Red Cross first-aid courses will serve as a medium of safety education and as a means of stimulating employee activity and interest in the healthfulness and safety of the working environment.

### ORGANIZATION OF THE INDUSTRIAL MEDICAL SERVICE

The character of industrial medical service will vary with individual needs, but certain minimum standards (3) have been advocated:

1. The industrial establishment shall have an organized medical department or service with competent medical staff including consultants and also have adequate emergency, dispensary, and hospital facilities and personnel to assure efficient care of the ill and injured.
2. Membership on the medical staff shall be restricted to physicians and surgeons who are (*a*) graduates from an acceptable medical school, with the degree of doctor of medicine, in good standing and licensed to practice in their respective States or Provinces; (*b*) competent in the field of industrial medicine and traumatic surgery; (c) worthy in character and in matters of professional ethics; in the latter connection the practice of the division of fees, under any guise whatsoever, shall be prohibited.
3. There shall be a system of accurate and complete records filed in an accessible manner, such records to include particularly a report of injury or illness, description of physical findings, treatment, estimated period of disability, end-results, as well as other information pertinent to the case or required by statute for workmen's compensation claims or other purposes.
4. All patients requiring hospitalization shall be sent to approved institutions.

5. The medical department or service shall have general supervision over the sanitation of the plant and the health of all employees.

It should be borne in mind that the above standards are to be considered as basic ones only and that they may be below the actual needs of many types of industrial organizations. On the other hand small companies often begin with less and build up their medical services as fast as conditions warrant.

The medical department should be conveniently located and adequately equipped. The physician in charge should be given sufficient authority and freedom to facilitate the most desirable relationships within the plant and at the same time be permitted to deal with the employees in the same ethical and considerate manner as would be expected in private practice.

Whether the physician should be engaged on a full-time or part-time basis should be governed by individual plant needs.

The question whether the doctor should be a surgeon or not is often raised. In some plants surgical services represent the greatest medical need while in others, not having important accident hazards but definite problems of disease control, a well-trained internist would be more suitable than a surgeon.

Registered nurses perform a necessary and important function in any well-developed industrial health program. Requirements will vary with the plant and should receive individual consideration. Nursing services should always be under the supervision of the plant physician.

### PLAN FOR ASSISTING INDUSTRIES IN DEVELOPING THEIR INDIVIDUAL MEDICAL SERVICE

Upon request, the joint committee on industrial health of the Manufacturers Association of Connecticut and the Connecticut State Medical Society will be glad to study the individual medical problems of any industrial establishment in the State, in cooperation with its medical personnel, or when such personnel is not available, with other company officials.

Furthermore, the joint committee is desirous of obtaining information concerning the extent to which medical service is being provided at present by the industries of Connecticut. Hence, the accompanying inquiry form has been prepared. Plant officials are urgently requested to use it in order to supply the joint committee with the information needed for a general survey of existing conditions. At the same time the inquiry form will enable the committee to serve those plant officials who desire assistance. All information submitted will be considered strictly confidential.

Please return one copy of the form whether or not you seek advice. The completed inquiries should be mailed to the joint committee on industrial health, Manufacturers Association of Connecticut and Connecticut State Medical Society, 436 Capitol Avenue, Hartford, Conn.

### Nutrition for Workmen in Defense Industries—National Nutrition Conference for Defense, Washington, D. C., May 26, 27, and 28, 1941

Under modern conditions, those who forge the weapons of defense are just as important to our safety as are those for whose use those weapons are intended. Every care is taken to provide healthful surroundings and good food for the armed forces, who have been selected with the greatest care. The health and nutrition of defense workers, many of whom may have been rejected for military services, must nevertheless be maintained at high levels if industry is to meet the needs of this emergency.

It is therefore urgently recommended that special attention be paid to the diets and nutrition of all workers in industry and particularly of those most directly concerned with the national defense effort. The pressing importance of this problem should be drawn to the attention of the governmental agencies concerned with defense industries, such as the Office of Production Management.

Supplemental feeding in factories should be practiced wherever it is found that the diets of defense workers are not fully adequate from the point of view of modern nutrition. Such feeding has been found to increase the worker's efficiency, reduce accidents, and decrease the volume of absenteeism.

In this emergency, defense plants are being constructed in sparsely populated areas where normal community facilities are lacking.

In such instances community feeding with its advantages of economy and expert supervision may be required and is recommended.

It is also recommended that the approval of contracts calling for construction or expansion of defense plants should include consideration of appropriate facilities for feeding the workers. Special attention must be paid to the nutrition of workers who are exposed to the effects of specific industrial techniques or hazards such as are found in chemical factories.

Information regarding the diets of defense workers is not available, but it is known that the diets of a large percentage of workers' families are inadequate by modern standards. In the emergency conditions confronting defense workers, their diets will tend to become even less adequate than they are today unless particular attention is paid to this problem.

It is therefore recommended that the families of low-income workers in defense industries should be included in the distribution of protective surplus foods.

Education in the need for adequate diets is a continuing need and should be carried on by the most practical methods.

### THE LABOR RECRUIT

The health conditions among labor recruits are reflected by the results of selective service and Army medical examinations. A comparatively large proportion of the new workers who are being employed by defense industries are undoubtedly suffering from physical disabilities associated directly or indirectly with malnutrition such as underweight, general debility, defective teeth, and low-grade chronic infection.

It is therefore recommended that steps be taken to condition nutritionally those classes of the population which are likely to become defense workers.

Such nutritional conditioning might well be carried out among organized groups such as are found in Civilian Conservation Corps camps, National Youth Administration, Work Projects Administration, and defense training schools. Such work is already under way in Michigan and Wisconsin. Similar conditioning at an English camp resulted in the induction into the army of 87 percent of 834 young men who had previously been rejected.

### DEFINITION OF THE PROBLEM

Greater and more precise knowledge concerning the nutrition of defense workers is an urgent need. Prompt and effective measures can be taken to improve diets when it is known that they are inadequate in certain essentials. The improvement in health which results when specific nutritional deficiencies are appropriately treated is a great stimulus to education in diet. Properly controlled studies provide the only convincing evidence of the benefits which result when the deficiencies of inadequate diets are suitably supplemented.

It is therefore recommended that adequately controlled studies be conducted in selected defense plants to determine the facts concerning the influence of diet on health, working capacity, incidence of accidents, absenteeism, and the psychological state (industrial unrest).

Workers and employers who cooperate with governmental or private scientific agencies in carrying out such studies will be performing a national service.

### IMPLEMENTATION OF THESE RECOMMENDATIONS

There are numerous agencies at Federal, State, and local levels to consider and carry out the recommendations of the National Nutrition Conference for Defense, in order to bring these recommendations promptly to the attention of State and local agencies.

It is recommended that the governor of each State be asked to call at as early a date as possible a State conference on nutrition in defense for the purpose of formulating and devising ways and means by which the resolutions and recommendations of the national conference may be carried out through the cooperative efforts of the appropriate Federal, State, and local authorities and agencies, with special reference to the particular conditions and needs in that State.

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## Nutrition Activities in Connecticut

Inasmuch as it has been recommended in section IV—Nutrition for Workers in Defense Industries—at the National Nutrition Conference for Defense, April 26–28, held in Washington, D. C., that "special attention be paid to the diets and nutrition of all workers in industry and particularly of those most directly concerned with the national-defense effort," the facilities of Connecticut State Department of Health and of the State nutrition defense committee are brought to your attention.

The State department of health for many years has been carrying on an educational nutrition program in Connecticut to—

(*a*) Bring the latest nutritional information—as it relates to the need for protein of the right kind, minerals such as calcium, phosphorus and iron and the vitamins one by one as they have been discovered—to health leaders, health officers, public-health nurses, industrial nurses, school nurses, dentists and dental hygienists, social workers and other community leaders. This has been done by conferences, short courses, leaflets, radio talks, bulletin articles, and exhibits.

(*b*) Special emphasis always has been placed on the interpretation of nutrition principles in terms of daily food for the family. To this end assistance in adjusting the family food budget to secure the best returns in health values for money spent is constantly available to those leaders who come closest to the people in the homes, such as public-health nurses, industrial and school nurses. Assistance is given social workers so that they may make sure that relief in food money or kind is adequate to meet the health needs of their families.

Much was said at the National Nutrition Conference about "hollow hunger" and "hidden hunger." For the former, it is only necessary to advise enough food to meet the daily energy needs. The latter, "hidden hunger," is the more difficult problem facing us all today. To meet this need the use of protective foods—milk, green and yellow vegetables, fruits, eggs must be emphasized in order to—

(*a*) Make sure that the young are not stunted in growth during the formative period of life and sound dental structure is assured.

(*b*) Assist mothers to protect their own health and produce sound healthy offspring.

(*c*) Improve adult food habits so they may carry on efficiently at the peak of their economic usefulness.

The State nutrition defense committee on which the State department of health is represented consists of agencies which have close contact with groups of every type and can influence them to raise the standards of nutrition by the daily use of food which more adequately meets the health needs of every member of their families. It is anxious to serve industry with every effort that can be made to improve the health and efficiency of the worker on whom the burden of defense naturally falls.

To be of the greatest service the State nutrition defense committee urgently requests cooperation of industry in determining whether—

(*a*) The present lunchroom services for workers adequately meet their needs as to "hidden hunger" as well as "hollow hunger."

(*b*) Whether supplementary midmeal food for the workers would make for greater health and efficiency.

(*c*) Whether local lunch facilities in the area of the plant meet the required standards for adequate food.

(*d*) Whether information about food is made available to workers through educational methods within the plant or to their families by means of industrial nurses and other personnel.

The State department of health and the State nutrition defense committee pledge their support of industry in determining these needs and making improvements found necessary to the health and efficiency of the workers.

## CHILD DAY CARE CENTERS—INDICATIONS OF NEED AND INITIAL RECOMMENDATIONS OF SUBCOMMITTEE BY MANUFACTURERS ASSOCIATION OF CONNECTICUT, INC.

As a result of a meeting of a group of representatives from the State public health, public welfare, and education departments on April 24 at which consideration was given to the problem of establishing child day care centers to care for the children of women workers in defense industries, an organizing subcommittee was appointed and given power to take such action on the problem as it deemed necessary. Members of that committee named by the temporary chairman, of the April 24 meeting, N. S. Light, director of the bureau of supervision, State department of education, included E. Kent Hubbard, president of the Manufacturers Association of Connecticut; Work Projects Administration supervisor of nursery schools and representatives of the State public welfare department;

State health department; department of education; Yale University; Connecticut Conference of Social Work; State employment service; and State council of defense.

Meeting for the first time June 2, the subcommittee elected Mr. N. S. Light as permanent chairman and gave lengthy consideration to: (1) Extent of present need for the establishment of day care nursery centers; (2) possible extent of future need; (3) consideration of utilization of foster homes, Work Projects Administration projects and local community self-sustaining child care projects; (4) fitness of groups that have already demonstrated an interest in establishing child care projects and other groups that are likely to be interested in cooperating on the child care program; (5) best method for immediate approach to the solution of the problem.

Out of this discussion came the suggestion that the problem appeared to break down into a series of community problems and that the subcommittee should work out a suggestive policy of action to be submitted to local child day care center committees as rapidly as interested persons or groups could be induced to sponsor an organization meeting to form such local committees.

In order to work out intelligent recommendations that might be passed on for the guidance of community child day care committees, five subcommittees were named to develop recommendations by June 16, 1941. These committees are: (1) Health; (2) personnel; (3) program of activities; (4) intake and agencies; and (5) administration.

After the recommendations of the five sub-subcommittees are received and edited by the members of the subcommittee, it is expected that they will be printed or mimeographed and distributed to community groups as rapidly as enthusiasm can be engendered, by letter and personal contact, in each community to organize a local child care committee.

Since the work of this State subcommittee on child day care is so closely related to other emergency employment problems now being considered by the committee on emergency employment problems, and since the association, the State employment and State public health departments are represented in the former group close cooperation between the two committees and speed of action seems assured.

## TESTIMONY OF DR. ALBERT S. GRAY—Resumed

Mr. SPARKMAN. Doctor, how many man-days of labor were lost in 1940 as a result of industrial disease?

Dr. GRAY. We haven't that figure and I don't know that there are any reliable figures available on that.

Mr. SPARKMAN. How about the man-days lost as a result of industrial accidents?

Dr. GRAY. We haven't that figure either. That would be a figure that would be provided, if it were available, by the department of labor and factory inspection; but if I may say so at this time, although it doesn't come under our supervision, the deputy labor commissioner informed me they did not have those figures.

We do know however, that both the accident rate and severity rate have dropped since 1926. Also, you might be interested in knowing that the American College of Surgeons made a study involving 166 companies in which three hundred and fifty-two thousand-odd workers were employed, and found there was about six-tenths of a day lost by each worker because of occupational disease and accidents.

Mr. SPARKMAN. That is six-tenths of a day each year?

Dr. GRAY. Yes; and there is about 15 times as much time as that lost from nonindustrial illness. To me these are rather interesting and demonstrate the necessity for considering both industrial and nonindustrial illness of the working population as an entity. Its solution constitutes a major health problem.

### SANITARY CODE ENFORCEMENT

Mr. SPARKMAN. How strictly is the sanitary code of Connecticut enforced?

Dr. GRAY. We have the right to demand that recommendations be complied with. It is very definitely enforced.

Mr. SPARKMAN. Is the State department of health adequately financed or do you have a lack of funds?

Dr. GRAY. Well, that rather puts me on the spot. Of course, as a director of the industrial hygiene end of it, we always want more money.

I have lived to be old enough, however, to be glad sometimes that I didn't get what I asked for, and I must say that, compared with other States, I don't know of any State that is spending more, and very few as much, for this particular work. It is also my belief that Connecticut was the first to recognize industrial hygiene as a problem that should be tackled in a scientific way. We now have something like 32 or 33 States that have these bureaus in their departments of health; and not to hide our light under a bushel, I am pleased to say they are patterned very much on the type of organization we have here. Furthermore, I think we have been very well provided for financially in the last few years.

### COOPERATION FROM INDUSTRY

Mr. SPARKMAN. That is very interesting. Do you receive cooperation from the employers and the unions of Connecticut, or do they wait for a check-up before they correct conditions?

Dr. GRAY. Very definitely. As a matter of fact it is of interest to know that a great deal of our work is actually requested by industry itself. I think that is the answer to the question whether or not employers cooperate. There are black sheep, of course, in all families. Unions also cooperate very well with us, reporting conditions they feel should be investigated or remedied.

Mr. SPARKMAN. As a matter of fact they soon learned that it is decidedly to their advantage to cooperate, didn't they?

Dr. GRAY. I think that is just what happended, and isn't a question of opinion in this work. Fortunately, we can make a determination and show them the amount of toxic or poisonous material their people are exposed to. It isn't something that is simply a question of statutes. It is something that can be demonstrated. They can be shown that certain amounts of certain materials are poisonous and toxic and will affect health, and if you can show them definitely by making determinations of the amount of material in the air, that they have enough actually to cause poisoning, they will not tolerate that condition.

### CARE OF ACCIDENT VICTIMS

Mr. SPARKMAN. What facilities are there in defense centers to care for persons injured in plants—in plant disasters? What provisions have been made for caring for such situations?

Dr. GRAY. Well, that would not come under my purview, but I know there has been a great deal of work done in that line. As a matter of fact I happen to be a member of the committee, and I am quite sure that information could be provided for the committee, if they would like it. I know they have done a lot of work on that.

Mr. SPARKMAN. If you could supply us with that information we would like to have it for the record.

Dr. GRAY. Yes; we will do that. Will you give me the question again?

Mr. SPARKMAN. I simply asked what hospital facilities have been provided in defense areas to take care of persons injured as a result of a plant disaster; whether the present facilities are adquate and if not, what arrangements have been made.

Dr. GRAY. We will see that the committee gets an answer to that.[1]

Mr. SPARKMAN. Mr. Chairman, that is all of Dr. Gray.

The CHAIRMAN. Thank you very much, Dr. Gray, for your very valuable contribution.

Mr. Nickerson, who is your next witness?

Mr. NICKERSON. Mr. Stowell.

## TESTIMONY OF ERNEST A. STOWELL, EMPLOYMENT MANAGER, UNDERWOOD-ELLIOTT-FISHER CO., HARTFORD, CONN.

The CHAIRMAN. Mr. Stowell, Mr. Sparkman, will interrogate you.

Mr. SPARKMAN. Do you have a prepared statement, Mr. Stowell?

Mr. STOWELL. It is in summary form.

Mr. SPARKMAN. Mr. Stowell, will you please read us your statement?

Mr. STOWELL. Mine is on the question of training. [Reading:] There are approximately 35,000 industrial workers being trained in Connecticut under present conditions. Of these about 2,700 are being trained in industry and of that number some 2,000 are being trained in formal apprenticeship programs.

In addition to vocational schools and the defense courses in the colleges, there are being trained upward of 7,000 workers.

The output of trained workers from the W. P. A. is practically negligible as there is little trainable material left on the W. P. A. rolls.

The N. Y. A. has realized that it was not equipped adequately to train men in Connecticut and is converting its facilities into clearance centers for the importation of workers from outside the State. There is one such center already in operation and four others are planned.

### SEE SHORTAGE OF 106,000 WORKERS

The problem ahead of the manufacturers in the State of Connecticut is that under present commitments they are faced with a probable shortage of 50,000 workers by September 1, and if all plants go on a 3-shift basis per day, this figure will build up to 106,000 workers.

To meet this need the manufacturers are bringing in workers from outside the State for training purposes through the facilities of the State employment offices. They are also upgrading their present groups of employees in an effort to utilize the highest skills available on the highest skilled jobs, and to develop material for promotion to the supervisory staff.

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[1] A letter from Dr. Gray's office, received subsequent to the hearing, informed the Committee that a list of the hospital facilities referred to is included in the Hospital number of the Journal of the American Medical Association. A copy of the issue containing this list will be held in Committee files. W. Earl Prosser, in his paper on "Social Services in Bridgeport," includes a note on this point. (See p. 5483.)

Manufacturers are realizing more and more that the greater part of the training program must be done on the job within their own industries, and are depending upon schools for supplemental training in related subjects.

### MUST EMPLOY WOMEN

While the recruiting from outside the State is controlled in a large measure by the State employment service, there is of course considerable independent recruiting by the larger companies for enrollment in their training department. So far that has not resulted in any criticism of consequence. The State recognizes that the reservoirs of the unemployed in neighboring States will soon be exhausted and they must use to a greater extent women on jobs that are now performed by men.

Industry has absorbed practically 100 percent of all employees trained under the various facilities set up for training outside of industry and could continue to absorb substantial numbers so trained. However, it is becoming increasingly difficult to recruit trainees.

There has been some uncontrolled migration of trainees from other States, but this is decreasing, and it is now being controlled through the new clearance centers in cooperation with the State employment service.

The whole question of training for industry is being rapidly resolved into the single project of developing on the job programs in each plant and coordinating this training with the facilities of the vocational schools and the defense engineering courses offered in the university.

(Reading of the summary ends. The complete prepared statement by Mr. Stowell is as follows:)

## STATEMENT BY ERNEST A. STOWELL, EMPLOYMENT MANAGER, UNDERWOOD-ELLIOTT-FISHER CO., HARTFORD, CONN.

### EMPLOYEE UPGRADING AND TRAINING

In this in-transit study, the committee on employee upgrading and training is not as yet in a position to report complete findings as to the extent to which the manufacturers of the State are conducting formal training courses. Out of the conferences held, the training material examined and a few spot checks, the committee is able to submit the following:

### SUMMARY OF FINDINGS

1. Connecticut got off to an early start on preemployment training in the fall of 1939 and the 200-hour courses in the trade school, which exerted a constructive influence on the national preemployment training program.
2. These preemployment courses stimulated the vocational schools to extend their own work through the introduction of "refresher" courses for older people and supplemental training courses in related subjects for employed people.
3. Because of the popularity of the vocational training program, many prospective employees were attracted to these courses and manufacturers, generally, placed too great a reliance on the school system for training the workers.
4. Consequently, on-the-job training within the plants has not developed along formal lines to any great extent.
5. There is an apparent lack of realization, particularly among the smaller manufacturers, of the seriousness of the present labor shortage and the unusual demands for trained workers which will be confronting all of Connecticut industry by September 1, 1941.
6. This is revealed by the slowness with which employers are introducing women into the plant productive processes.
7. An outstanding job is being done by the Connecticut State Apprenticeship Council in cooperation with the Federal Committee on Apprenticeship, both because of the soundness of the program being promoted and the ability of the field workers to put the program into operation.

8. There was a widespread response to the engineering training courses offered through the universities and other institutions of higher learning.

9. The constructive way in which the State employment service organized to meet the need for defense workers was outstanding.

10. The splendid cooperation from all of the Government agencies equipped to assist in the recruiting and training of industrial workers was highly effective.

### STATE LABOR RESERVES INSUFFICIENT

It has been estimated by the State department of labor that Connecticut industries will need 50,000 additional employees by September 1, 1941, and if the working schedules move to 3 shifts for a 7-day week, this figure will build up to 106,000 workers. There is not a sufficient reservoir of registered unemployed available in the State of Connecticut to meet these needs. Employees have already been moved across State lines for training purposes and final absorption into Connecticut industries. As the neighboring States receive the full impact of the defense program, it will not be possible to draw on the unemployed reservoirs of the neighboring States. This will make it necessary for Connecticut manufacturers to explore the only two available sources of additional labor supply. One will be found in the groups of young boys and girls under 18 years of age who may be placed in the productive processes of the plants on other than hazardous machine operations and the other will be to induce married women to take up again employment in industry, if only as a patriotic gesture. Until the second source of supply has been explored and exhausted, there should be no attempt to draw upon the younger age groups.

From the standpoint of training, the immediate urgency is for all defense contractors to set up on-the-job training programs which will be tied in closely with the work of the vocational schools, both through their preemployment training courses and their supplemental courses in related subjects. It is generally recognized that the most effective training of production workers can be done on the job and it is the responsibility of management to assume this obligation.

It is recommended to the Manufacturers' Association of Connecticut, Inc., that all manufacturers in the State develop these training courses along the lines set forth by the training within industry section of the Labor Division, Office of Production Management.

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[Supplemental material was submitted with the above statement, as follows:]

## Supplemental and Preemployment Training, State Trade Schools

BY W. A. MONTGOMERY

There are 11 State trade schools now in operation and located in Bridgeport, Hartford, Danbury, Manchester, Meriden, Middletown, New Britain, Putnam, Stamford, Torrington, and Willimantic. There is also the Boardman Trade School, a city-owned institution in New Haven. Appropriations have just been made for three additional State trade schools to be located at New Haven, Waterbury, and Norwich.

The following courses are offered in the various trade schools:

#### BRIDGEPORT

Automatic screw.
Automobile repair.
Carpentry.
Design, ornamental.
Mechanical drawing.
Electrical.
Foundry.
Linotype.
Machine work.
Masonry.
Painting.
Paper hanging.
Pattern making, wood.
Plumbing.
Printing.
Sewing.

#### MERIDEN

Automobile repair.
Carpentry.
Ornamental design.
Drafting, mechanical.
Electrical.
Machine work.
Printing.
Sheet metal.
Silversmithing.
Tool, die making.

#### STAMFORD

Automobile repair.
Beauty culture.

#### STAMFORD—CONTINUED

Carpentry.
Design, industrial.
Drafting, mechanical.
Electrical.
Machine work.
Printing.
Sheet metal.

#### DANBURY

Carpentry.
Drafting, architectural.
Drafting, mechanical.
Electrical.
Machine work.

### MANCHESTER

Carpentry.
Drafting, mechanical.
Electrical.
Machine work.
Textile silk.

### MIDDLETOWN

Automobile repair.
Carpentry.
Drafting, mechanical.
Electrical.
Machine work.

### TORRINGTON

Carpentry.
Drafting, mechanical.
Electrical.
Machine work.

### WILLIMANTIC

Automobile repair.
Carpentry.
Drafting, architectural.
Drafting, mechanical.
Electrical.
Machine work.

### BOARDMAN TRADE SCHOOL

Automobile.
Drafting, mechanical.
Electrical.
Machine work.
Printing.
Dressmaking.

### HARTFORD

Automobile repair.
Beauty culture.
Carpentry.
Drafting, architectural.
Drafting, mechanical.
Electrical.
Food trades.
Linotype.
Machine work.
Masonry.
Painting.
Paper hanging.
Plumbing.
Printing.
Sewing.

### NEW BRITAIN

Automatic screw.
Automobile repair.
Beauty culture.
Carpentry.
Drafting, architectural.
Drafting, mechanical.
Electrical.
Food trades.
Linotype.
Machine work.
Masonry.
Pattern making, metal.
Plumbing.
Printing.
Sewing.
Tool, die making.

### PUTNAM

Aircraft, ground.
Carpentry.
Drafting, architectural.
Drafting, mechanical.
Machine work.
Masonry.

### PREEMPLOYMENT

The main trade-school course available to those pupils of 16 years of age and over is given 5 days a week, 8 hours a day, for a total of 4,800 hours. This course is by no means full at the present time, and there are practically no pupils finishing the total required hours. It might be said that all pupils who have reached the age of 18 and have 1,000 or more hours have been released to industry. The New Britain school, with a capacity of 90, at the present time has an enrollment of 45.

The second preemployment course is one of 8 hours per day, 40 and 48 hours per week, based on 200 hours. However, many pupils run over their 200 hours. The enrollment here is not up to capacity either, and most of the prospective students are engaged in industry.

The third preemployment course is one of 3 hours per night, 9 hours per week, based on a 200-hour total. This course is given to students who have passed a mechanical aptitude test. The students are recruited from clerks, gasoline-station attendants, and similar nonindustrial occupations. This department is running to capacity in all schools. The mechanical aptitude test used in connection with the entrance requirements of this training should be revised. The present test skims the cream from the top of the applicants, but leaves behind a great many men who would make acceptable mechanics and should be trained in the present emergency.

### SUPPLEMENTAL TRAINING

The supplementary course is one of 3 hours per night, 9 per week, based on a 200-hour total. The students for this course are recruited direct from industry. They are already working at some mechanical job in factories. The course will run through the summer and is taxed to capacity. The Boardman Trade School has a maximum capacity of 50 in their machine shop and a present waiting list of 280. We might say that the training facilities at this point are in the most desperate need of enlargement of any place in the State, followed closely by Waterbury and Norwich. The State board has requested Federal funds from Washington to the amount of $165,000 to equip the old jail factory as an additional training center. Mr. James Waln says this money will not be available until, when, and if, the Congress of the United States acts favorably on a bill for $12,000,000 to equip various schools throughout the country. This bill is now being considered by the proper committee in the House of Representatives.

I should like to recommend at this time that the State board of education explore the possibilities of obtaining the use of idle National Youth Administration machinery, which at present is not being used anywhere near its maximum efficiency. I might state here that the National Youth Administration will be receptive to any concrete plan that might be worked out.

It has been established that it is much easier to get day men to take night courses than night men to take day courses. This situation should be looked into.

## BOARDMAN TRADE SCHOOL

The Boardman Trade School has a capacity of 85 day-school pupils and 50 night pupils, and 40 in job training from 11 a. m. to 7 p. m. The day school has larger accommodations as one-third of the pupils are studying related work in the classrooms. There will be 18 graduates of the day courses this year. Very few of them are pupils of the school but are working at their trade.

There are three day instructors and three supplementary instructors in the night school. There has been some agitation to give up the 9-hour-per-week courses in the school but their popularity has made this seem inadvisable.

There is attached to this report a list of new courses opened by the Connecticut State Board of Education in various training centers of the State and an analysis of the student enrollment of the Boardman Trade Evening School, showing the various companies having employees enrolled, and the occupation of the enrollee.

## THE NATIONAL YOUTH ADMINISTRATION

The National Youth Administration is operating shops in the following centers:

### STAMFORD

Machine shop.
Sheet metal.
Gas and arc welding.

### NORWICH

Sheet metal.
Machine shop.

### NEPAUG (UNIONVILLE)

Machine shop.
Gas and arc welding.

### NEW HAVEN (larger units)

Machine shop.
Sheet metal.
Gas and arc welding.

### DANIELSON

Sheet metal.
Gas and arc welding.

### NEW BRITAIN-DERBY

Machine shop
Sheet metal (to be opened within 40 days).

### HARTFORD

Machine shop.
Sheet metal.

### WATERBURY

Machine shop.
Gas and arc welding.

None of this equipment is used 24 hours a day and could very easily be used at night by the State trade schools.

At the present time the National Youth Administration is not operating at anywhere near capacity and is having rather a difficult time in keeping their rolls up. They no longer require boys to be needy and are now experimenting with the use of their centers as places to house youths imported from other States. I might again repeat that some use should be found for the equipment from which they are not getting the maximum benefit. The instructors in the National Youth Administration schools are at present supplied by the State board of education.

## ENGINEERING TRAINING IN INDUSTRY FOR NATIONAL DEFENSE

Yale University and the New Haven Young Men's Christian Association Junior College offer engineering courses of college grade to a carefully selected group of men whom the entrance committee feel have a reasonable chance of completing successfully. These courses by law must be of college caliber. There are at present enrolled in New Haven 900 students, 200 in Waterbury, and 600 in Bridgeport. New Haven and Waterbury might accommodate 100 more each and Bridgeport 300 more. However that would be the maximum. The directors of these courses at all times appreciate suggestions for any new training desired, but they will not attempt any classes in any subjects for which a competent instructor cannot be found. The possibility that instructors can be obtained from industry must be examined. As the new courses start they expect them to be of 20 weeks' duration with 2½ or 5 hours per week as needed. Executives of plants with men enrolled should decide whether this work is of sufficient value and if so make arrangements to have as little time missed due to overtime work as possible.

It would be well if arrangements could be made for prospective students to have a pre-entrance training in such subjects as chemistry and physics and particularly in mathematics. In some cases refresher courses would be all that would be necessary.

These studies are designed to give men in industry a training in particular engineering problems. There is at the present time an acute shortage of trained engineers, therefore the need is being partially filled by men trained for a specific purpose only. The Federal Government appropriated $9,000,000 for this work but less than half of it has been used.

There seems to be a definite need for the State board of education to have, in brief form, a list giving all the courses, entrance requirements and location of all free mechanical education within the State. This information should be readily obtainable by any person desiring it and should be prepared immediately.

## Apprenticeship Training

### BY W. R. COE

As regards the problem of apprenticeship training in the State of Connecticut, the following plans or procedures may well be considered by the manufacturers of the State.

1. Some companies, particularly some of the larger firms, are maintaining company apprenticeship schools whereby the apprentice is taught not only the mechanics of the trade, but also given his related instruction within the walls of the plant. In most cases a formal course of instruction is offered and the boys are indentured.

Other companies have a more informal system of apprenticeship training, and while standards for the trade are decided upon, they do not sign up their apprentices, but simply engage them with the understanding that their apprentice wages will be increased as their instruction progresses.

2. Many companies are formally employing apprentices either on a community apprenticeship plan or one worked out in conjunction with the trade school in their locality. Their apprentices are sent for their related instruction to the trade school a minimum of 4 hours a week. In some cases, boys are sent as high as 8 hours a week.

The State trade school acts as coordinator between the boys and the shop and endeavors to see that the boys get in their related instruction subjects that will tie in with their shop work. Many companies use the trade school as a vocational center for apprentices. In other words, when they need an apprentice the machine department of the school is approached and a boy who shows some aptitude for the trade is employed and given the proper credit for the time he has put in in the school.

### GRADUATES READILY ASSIMILATED

Graduates from the trade school are readily assimilated into the various factories. They are given advanced credit for the time they have put in the school and generally speaking, after a year of instruction on the job, are considered full fledged mechanics. This, of course, varies according to the individual abilities of the graduate. In general, this covers the methods of training of apprentices in Connecticut.

Eleven State trade schools are operated under the auspices of the State board of education in the 11 important industrial communities in Connecticut and serve as headquarters in each community for trade training. It is expected that within the next few years State trade schools will be erected in the cities of Norwich, Waterbury, and New Haven. This addition to our facilities will greatly augment the chance for further apprenticeship training in the State.

Each school should be used by the industrialists in their locality for vocational training in their community to the limit.

The Connecticut State Apprenticeship Council, created by the authority of the Fitzgerald Act, is also working in Connecticut in an endeavor to stimulate interest in apprenticeship training. They are endeavoring to promote the more formal apprenticeship training by the use of more indentured apprentices.

The following is a description of the work of the council as furnished by Mr. Kaler, of the staff of the Connecticut State Apprenticeship Council.

On March 9, 1938, the Commissioner of Labor of the State of Connecticut appointed a committee known as the Connecticut State Apprenticeship Council. This committee was appointed pursuant to the passage of the Fitzgerald bill, enacted by the Seventy-fifth Congress, which established the Federal Committee of Apprenticeship Training as a permanent advisory committee to the Secretary of Labor.

The Connecticut State Apprenticeship Council is composed of three representatives of employers, three representatives of employees, and four representatives of public agencies. The aim and purpose of this council is to stimulate interest in bona fide apprentices in the skilled trades throughout the State of Connecticut and to promote and assist in formulating standards of apprenticeship in firms desiring to establish apprenticeship-training programs.

The Federal committee has assigned to the State council four field representatives who work under the direction of the State council and assist employers in the State in problems relating to apprenticeship.

### MINIMUM STANDARDS OF APPRENTICESHIP

The State council, in cooperation with the Federal Committee on Apprenticeship, has established minimum standards of apprenticeship which, it is believed, are essential to any well-organized and efficient apprentice-training program. Briefly, these standards are as follows: An agreement setting forth in some detail exactly what will be expected of the apprentice and what it is intended that the apprentice will be taught during the period of his apprenticeship. This agreement should provide for a probationary period at the beginning of the apprenticeship during which time both the employer and the apprentice are given the opportunity of evaluating each other and determining whether or not the apprenticeship should be continued. The agreement should also contain a schedule of the work processes which the apprentice is to be taught and should contain some estimate as to the time to be spent at each process. Such a schedule guarantees that upon completion of the training period all essential phases of the trade will have been learned.

The agreement should also contain a provision for a graduated scale of wages which the apprentice will receive throughout his apprenticeship. These wages increase accordingly as the apprentice's ability increases and they should average at least 50 percent of the journeyman's wage throughout the entire period of the apprenticeship.

Provision should also be made in the agreement for the amount of time which the apprentice will be required to spend in classes in related instruction at the trade school. A minimum of 144 hours per year is recommended. The State council furnishes each apprentice, upon completion of his apprenticeship, with a certificate of completion signed by the State apprenticeship council, the supervisor of vocational education and the employer.

The council maintains a register of all apprentices employed under agreements recognized by the council but does not exercise any control over any apprenticeship system other than that it acts in an advisory capacity when requested. The sole purpose of the council is to promote and encourage the training of apprentices of recognized standards of apprenticeship.

The council has also been delegated to grant exemptions from the Fair Labor Standards Act and the Walsh-Healey Act as regards the employment of apprentices of recognized standards of apprenticeship.

### SEVENTEEN PLANTS TRAINING APPRENTICES

The Connecticut State Apprenticeship Council is recognized by the Federal Committee on Apprenticeship as the most outstanding State council in the country. The council has made remarkable progress in the promotion of apprenticeship under recognized standards in this State and the progress of the council has been especially notable since the first of the year. At present 17 manufacturing plants are training apprentices on standards recognized by the State council and several so-called joint committees have been established in the building trades in this section of the State. Two of the larger firms cooperating with the council, as well as the oldest from point of date established, have recognized standards of apprenticeship training—the United Aircraft Co. and Remington Arms Co.

Anyone desiring any information regarding the program being promoted by the Connecticut State Apprenticeship Council should write to Mr. Morgan R. Mooney, deputy labor commissioner, State department of labor, Hartford, Conn., who is the secretary of the State council.

In conclusion, we wish to emphasize the fact that it makes very little difference how the job of apprenticeship training is done so long as it is done. One manufacturer may prefer one method, and one another. The main thing is that we see to it that all of the facilities in the State that are available for this important task be put to the fullest use inasmuch as the need for skilled mechanics has always been a pressing one and is even more acute today.

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## CATALOG OF DEFENSE TRAINING COURSES

THE MANUFACTURERS ASSOCIATION OF CONNECTICUT, INC.,
*Hartford, December 11, 1940.*

*To the Manufacturer Addressed.*

DEAR SIR: You will recall a recent letter explaining the general character of the proposed educational program for defense industries. In order to arrive at more specific action, a catalog of technical courses has been prepared which covers the most common needs of industry. Other courses of instruction may be set up by the engineering schools, if the need is indicated by industries. A committee has now been formed to service this program as long as the emergency requires.

The plan devised by the committee is as follows:

1. The catalogs accompanying this letter are intended to be distributed by the employer to selected employees whose further training would benefit the defense efforts of industry. Additional catalogs will be sent upon request.
2. The employee, if interested, is requested to consult his employer concerning the program. In this way the prospective student may be advised as to the instruction most pertinent to his future activities. There is no use in taking instruction that will definitely not be used or useful in production. Furthermore the employer would be able to form some opinion of the employee's ability to profit from instruction. In general it would be advisable to encourage employees since the future needs for trained men may be great.
3. If it is decided that the employee should undertake instruction, the employer will give him an application blank. This should be signed by applicant and employer and forwarded by the employer to the Committee on Engineering Training in Industry, 436 Capitol Avenue, Hartford, Conn.
4. The applications will be analyzed by the committee and further steps will be taken by direct communication with the applicants.
5. Response is requested on or before December 20 by sending applications or by stating that no instruction is needed. If instruction is desired that is not listed in the catalog, notify the committee as soon as possible.

The plan provides for an orderly and effective clearance of employees by the employer. It also provides for an orderly clearance of all applicants through the committee. It is hoped that employers will find it of future value to encourage the engineering training program.

Very truly yours,

E. KENT HUBBARD,
*President, Manufacturers Association of Connecticut, Inc.*

JOHN H. LAMPE,
*University of Connecticut.*

PHILIP G. LAURSON,
*Yale University.*

LAUREN E. SEELEY,
*Regional Adviser, Chairman, Committee on Engineering Training in Industry*

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(The catalog of courses is as follows:)

## ENGINEERING TRAINING IN INDUSTRY FOR NATIONAL DEFENSE—CATALOG OF TECHNICAL SUBJECTS TENTATIVELY OFFERED BY THE ENGINEERING SCHOOLS OF CONNECTICUT, JANUARY TO JULY 1941

Committee on engineering training industry: E. Kent Hubbard, president of the Connecticut Manufacturers' Association, Inc.; Dean John H. Lampe, Connecticut University; Prof. Philip G. Laurson, Yale University; Lauren E. Seeley regional adviser, chairman.

### FOREWORD

Some time ago it became evident that the rapid expansion of industries participating in the defense program would result in a greatly increased demand for men with engineering training for specific jobs in industry. To help meet this demand the United States Office of Education inaugurated a national-defense training program which is now being conducted by engineering schools throughout the country.

A preliminary study among manufacturers of Connecticut has convinced the committee on engineering training in industry that a real need for technical instruction exists. The committee has, therefore, undertaken to establish such training as may be needed to help the defense efforts of Connecticut industry. This tentative catalog contains those subjects which appear to be most widely needed. Special needs of industry for instruction not herein included will be considered when brought to the attention of the committee.

Financed by the Government, the instruction is offered without cost for tuition. It is restricted to qualified persons whose training will increase their usefulness to national defense. The courses, all of college grade, short and intensive, will be open only to persons having the specified educational background and, in some cases, the specified experience in industry. This does not mean that only college-trained men are eligible. The nature of the subject matter determines the qualifications.

### PROCEDURES FOR THE SELECTION OF STUDENTS

1. Any employee who wishes to apply for instruction should consult his employer who, acting for the committee, will discuss the matter and provide an application form for the prospective student to fill out. Provision is made for a second choice in case the preferred course is not given or is overcrowded. This application will be forwarded to the committee by the employer.
2. The prospective student will be notified of a date for a personal interview with a member of the faculty committee on admissions.
3. The applicant will be notified of his acceptance or rejection as soon as possible following the interview.
4. At any time during the instruction period if it becomes apparent that a student is unable to profit further, the administrative officer in charge of the program will notify the student and suggest that he withdraw from the course.
5. Any employed or unemployed person may apply for admission to a course for which he considers himself qualified. The contribution to national defense will be the most important consideration in student selection.

### GENERAL INFORMATION

Due to the tentative nature of the program, the engineering schools cannot be absolutely committed to conduct all of the subjects listed. The response by applicants must warrant the expense of instruction and the contribution to national defense must be apparent.

Whenever possible, classes will be held at places convenient to the majority of students. Laboratory facilities may in some cases decide the place of instruction.

In general, courses will begin in January and end in May or June. Certain courses will begin in January and end in April. Such courses may be repeated beginning in April.

Textbooks must be provided by the student. For drafting courses students must provide their own instruments.

Address any questions or requests to the Committee on Engineering Training in Industry, 436 Capitol Avenue, Hartford, Conn.

### PROPOSED COURSES

It is expected that courses will begin in January and will be completed by June 30, and may end at an earlier date. Certain short courses may be repeated, the second course beginning in April. It is planned that the courses listed below will be given after working hours (late afternoons or evening).

Courses will require preparation outside of scheduled class hours.

1. *Applied elasticity.*—A study of the theories relating to the mechanics of materials and their application to the analysis of stress in machine parts. Stress concentration at fillets and holes, fatigue failures, more complicated problems in the theory of flexure, torsion of bars on noncircular cross section, stresses in flywheels and rotating disks, shrink fits, use of models for stress analysis.

Prerequisites: Integral and differential calculus and a college course in strength of materials. Two class periods of 1 hour each per week.

2. *Vibration problems.*—A study of the fundamental theory of vibrating system's with application to engineering problems. Free, damped, and force vibration, methods of vibration isolation, theory of vibration measuring instruments, vibrations of rotating machinery, vibration of beams, vibration absorbers.

Prerequisites: Differential and integral calculus and a college course in applied mechanics including dynamics.

Two class periods of 1 hour each per week.

3. *Inspection of materials.*—This course is intended to help the industrial workers to become inspectors and to understand specifications and a proper measure of qualities of both raw materials and finished products. The course will include general properties of materials, alterations in properties, measurement of properties, surfaces, mass, strength, elasticity, ductility, malleability, hardness, resilience, fatigue, impact, wear, soundness, strength-weight ratio, flexibility, elastic stability, electrical properties, specifications for materials, and calibrations.

Prerequisites: Graduation from high school or a working knowledge of arithmetic and algebra through quadratics, plane geometry, and high school physics. This class will cover instruction over a 10-week period. It may be repeated for a second group, beginning in April.

It is expected that men entering the course will have had some experience in manufacturing which requires the use of tools, work in a drafting room, or work in the procurement and handling of materials and equipment.

4. *Strength of materials.*—A study of the principles of the mechanics of materials with particular reference to their use in design. Simple stresses, tension, compression, and shear; theory and design of beams, struts, and shafts; combined stress problems; riveted and welded joints.

Prerequisites: Algebra, trigonometry, and high-school physics.

Two class periods of 1 hour each per week.

5. *Elementary dynamics.*—A basic course in applied mechanics with emphasis on dynamics and the application to engineering problems. Includes resolution, composition and equilibrium of forces, rectilinear and curvilinear motion, translation, rotation, work, energy, power, impulse, and momentum.

Prerequisites: Algebra, trigonometry, and high-school physics.

Two class periods of 1 hour each per week.

6. *Industrial electricity.*—A brief review of direct-current circuits and machines. Alternating-current circuits, machines, and distribution systems.

Prerequisites: High-school physics, algebra and trigonometry.

Two class periods of 1 hour each per week.

7. *Electrical instruments and testing.*—A study of electrical indicating instruments and their use in testing materials and machines. Simple bridge circuits will be included as well as methods of obtaining the characteristics of direct current and alternating current motors and generators.

Prerequisites: High school physics, algebra, and trigonometry.

Two class periods of 1 hour each per week.

8. *Electron tubes.*—Electron emission, characteristics of vacuum- and gas-filled tubes, and their applications in industrial control, rectification with special emphasis on high power rectifiers, photocells and their application in relay circuits and light measurements. This course is intended for those who have little or no familiarity with electron tubes.

Prerequisites: Differential and integral calculus, a two-term course in physics, and a two-term laboratory course in physics.

Two class periods of 1 hour each per week.

9. *Elements of electrical illumination.*—The nature of light. Photometric concepts and measurement of photometric quantities. The reflection and transmission of light. Calculation of illumination produced by point-sources, line- and surface-sources. Properties of incandescent lamps, of gas discharge lamps, and fluorescent lamps. Design of luminaires.

Two class periods of 1 hour each per week.

10. *Engineering electronics.*—The course deals with the theory of electric conduction in gases and the applications of this theory to problems in the field of power engineering, such as: circuit breakers, fuses, lightning arresters, mercury arc rectifiers, ignitrons, and other gas-filled tubes.

Prerequisites: Differential and integral calculus, differential equations, theory of alternating current circuits.

Two class periods of 1 hour each per week.

11. *Electric transients.*—A study of electrical transients by the operational methods of Bush, Berg, Heaviside, and others. Although the treatment will be

mathematical, the emphasis will be on the electric circuit and numerous practical problems will be solved.

Prerequisites: Differential equations and electric circuit theory.

Two class periods of 1 hour each per week.

12. *Power transmission calculations.*—The calculation of various conditions in transmission networks. Short circuits and unbalance calculations by symmetrical components. The loading of transformers by ratio change and phase shift, etc.

Prerequisites: Electric circuit theory.

Two class periods of 1 hour each per week.

13. *Electric-power transmission.*—A study of a transmission line as an electric circuit. The topics to be covered are the calculation of line constants, short lines and approximate networks, long lines and hyperbolic solutions, circle diagrams of performance, problems in stability.

Prerequisites: Differential and integral calculus and electric circuit theory.

Two class periods of 1 hour each per week.

14. *High-voltage insulation.*—Insulation and its use in power transmission. A study of cables, transformers, circuit breakers, and other high voltage equipment. The protection of lines and equipment from lightning. The testing of high voltage equipment.

Prerequisites: Differential and integral calculus and electric circuit theory.

Two class periods of 1 hour each per week.

15. *Theory of circuit-rupturing devices.*—An analysis of electric circuit conditions during the period of interruption. The properties of the electric arc. Approximate methods of solution of arc interruption. Theory of arc reignition and its application to switches, to backfires in mercury arc rectifiers, and to the design of high power uses. Selected topics in the design of circuit interrupters.

Prerequisites: Differential and integral calculus, differential equation, alternating current circuit theory and electric transient theory.

Two class periods of 1 hour each per week.

16. *Oscillography.*—Theory of the magnetic oscillograph. Operating characteristics of string- and bifilar-oscillographs. The crystal-oscillograph. Theory of the low-voltage cathode ray oscillograph. The high-speed, high voltage oscillographs. Problems in photographic recording of oscillograms. Selected topics in applications of oscillographic measurements.

Prerequisites: Differential and integral calculus, differential equations and alternating current circuit theory. Two class periods of 1 hour each per week.

17. *Engineering drawing.*—The fundamental principles of engineering drawing. Emphasis will be placed on the ability to visualize while developing the habits and skills necessary to make accurate and complete drawings. Lettering, sketching, and simple calculations.

Prerequisites: Students should be high school graduates with one or more years of industrial shop experience. Shop experience and general ability or aptitude for the work should be given preference over definite scholastic requirements as the instruction must be adapted to the special needs of the industries served.

Two class periods of 2½ hours each per week.

18. *Advanced drafting.*—Review of principles of projection; simple problems in unusual views; difficult but not unusual projections; developments; intersections; dimensioning theory and practice; tolerances; methods of manufacture; surface quality; office standards. Reflecting the demand, groups may be set up for specific fields such as (a) tool drafting, (b) airplane drafting, (c) machine drafting, etc.

Prerequisites: Two years of college or equivalent experience plus some drafting instruction.

Two class periods of 2½ hours each per week.

19. *Applied machine design.*—This course is intended for draftsmen who are in training to become assistants to designers. It will attempt to give men already conversant with the problems of their industrial organizations a chance to develop the skill of detailing composite designs. The instruction will be adapted as far as possible to the problems of the industries represented.

The course proposed covers an elementary study of mechanics and force equilibrium, the composition and resolution of forces, force moments and moment diagrams, stresses in simple structures, center of gravity and moment of inertia, the strength and design of simple structural members and machine parts, the limiting factors of machine accuracy and their effect on design.

Drafting room work will involve the application of the above-outlined problems to design, involving machine and structural members subject to bending and torsional stresses, together with some study of the factors influencing design other than theoretical strength.

Prerequisites: Graduation from high school is desirable, but not absolutely essential. Men who have had satisfactory drafting room experience or men who have had training in drafting in addition to shop experience will be considered for the course.

Two class periods of 2½ hours each per week.

20. *Machine design.*—Definitions and principles; graphical methods; moment-stress machine elements; lubrication; gear design; velocity and acceleration in design; cams, flywheels, connecting rods, engine balance, critical speeds, torsional vibration; gear trains; proportions in castings and forgings; choice of welding or casting; selection of material; simplification of detail in design.

Prerequisites: Two years of college including mathematics and science or equivalent experience indicating success in the course.

Two class periods of 2½ hours each per week.

21. *Tool design.*—Elementary principles of mechanisms, mechanics of machinery, jigs and fixture design, materials of construction, actual drafting-room problems in tool design.

Prerequisites: Two years of college, including mathematics and science, or equivalent experience indicating success in the course.

Two class periods of 2 hours each per week.

22. *Principles of metallurgy.*—Theory and laboratory practice in the production, properties and engineering applications of metals and alloys; the relation of structure to properties and their modification by heat treatment and work; the effects of principal alloying elements and of differences in production processes.

Prerequisites: Two years of college including mathematics and science or equivalent experience indicating success in the course.

Two class periods of 2 hours each per week, or equivalent.

23. *Welding supervision.*—The course in welding supervision is intended to give experienced welders and designers an understanding of the correct application of brazing, welding, oxygen cutting, and metal facing in fabrication of tools and new products and in the maintenance and improvement of machinery. It is intended to give experienced welders an understanding of the process and welding properties of materials to allow them to supervise others intelligently.

The course will include welding definitions, welding symbols, welding methods, gas welding, oxygen cutting, metallic arc, carbon arc, resistance, blowpipe brazing, furnace brazing, silver brazing, soft soldering, welding design, welding defects, qualifying tests, welding specifications, repair welding.

Prerequisites: Men admitted to the course should be working as welders, designers, or metal craftsmen of one sort or another. A high-school course is not a necessity, but they should be well-grounded in arithmetic, shop mathematics, elementary physics, and chemistry.

The course will be conducted over a period of 10 weeks. It may be repeated for a second group, beginning in April.

Two class periods of 2½ hours each per week.

24. *Scientific bases of welding.*—The properties of metals and changes resulting from heating and cooling; factors affecting the weldability of metals; welding processes and equipment; flame cutting; special techniques; allied processes; design considerations; inspection; testing; qualification of welders; codes and specifications.

Prerequisites: Two years of college, including mathematics and science, or equivalent experience indicating success in the course.

Two class periods of 1 hour each per week.

25. *Power generation.*—Theory of power production by steam and internal-combustion engines, boiler-house practice, power-plant economics. Problems in power plant calculation.

Prerequisites: Two years of college including mathematics and science or equivalent experience indicating success in the course.

Two class periods of 2 hours each per week.

26. *Production control.*—This course is designed to train personnel in the various phases of engineering and design effort; industrial procurement of materials from vendors, including follow-up of orders placed for material, the possible steps that may be taken to anticipate or to insure promised delivery dates, and the proper disposition and storing of such materials when received at the plant; modern methods of production control within the plant, such as proper operation routing, scheduling of work and maintenance of such schedules, the proper dispatching of the work to the first and subsequent operations; the approved methods of maintaining a flow of finished or semifinished parts to the assembly departments or erecting floor; proper methods of boxing and packaging, and, finally, a working

knowledge of shipping and traffic, so that the problems of the traffic department may be appreciated and better coordination obtained.

The course will include considerations of the ownership of industry, plant location and arrangement, organization of the plant, control of production, analysis of plant operations, procurement of materials, standardization and inspection, plant accounting, paying for quality and quantity, personnel problems, tools of management. and economics of management.

The class is planned for a 10-week period. The class may be repeated for a second group beginning in April.

Prerequisites: Graduation from high school. Consideration will be given to the applicant's experience in this type of work.

Two class periods of 2½ hours each per week.

27. *Production principles.*—Historical background; analysis of methods by industries; organization; planning; routing; job study; time study; productive operations; transportation; inspection, assembly.

Prerequisites: Two years of college plus 2 years of experience in industry or sufficient experience to indicate success in course.

Two class periods of 2 hours each per week.

28. *Advanced thermodynamics.*—A study of advanced thermodynamic gas laws and properties, and of gas mixtures and internal-combustion cycles.

Prerequisites: Three years of college including courses in thermodynamics of equivalent experience indicating success in the course.

Two class periods of 2 hours each per week.

29. *Heat generation and transmission.*—The principles of combustion of the various industrial fuels, the laws of heat transfer and heat exchange apparatus.

Prerequisites: Three years of college including courses in thermodynamics or equivalent experience indicating success in the course.

Two class periods of 2 hours each per week.

30. *Cost accounting.*—Standard costs and variable budgets; the distribution and control of factory expenses; the effect of changes in volume on costs and profits. Insofar as available information will permit, problems raised by recent legislation governing defense contracts, wages, and hours, etc., will be considered.

For those familiar with accounting principles and practice.

Prerequisites: An elementary course in cost accounting or equivalent experience.

Probably two class periods of 2 hours each per week.

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Committee for Engineering Training in Industry

HARTFORD, CONN.

New Haven, Conn., *May 2, 1941.*

The Honorable Robert A. Hurley,
*Governor of Connecticut, Hartford, Conn.*

Dear Sir: Knowing your concern for all matters pertaining to the defense of the State of Connecticut and also of your interest in cooperation between various agencies within the State and appropriate Federal agencies, you may be pleased with a report of one activity very intimately concerned with defense production in Connecticut industry. The activity is the Engineering Defense Training (E. D. T.) program for augmenting the technical skills of workers in defense industries by means of short, intensive, nighttime courses of college grade in the general field of engineering.

Last October, Congress granted $9,000,000 to be administered by the United States Office of Education for the purpose of providing technical training on the college level with the object of providing more technical skills for our expanding industries. The instruction was to be provided by acceptable schools of engineering throughout the country. In Connecticut this meant Connecticut University and Yale University. By virtue of a happy ability to cooperate, our junior colleges—Bridgeport Engineering Institute, Hillyer Institute, New Haven Young Men's Christian Association College, and New London Junior College—were invited to join the undertaking and have done so unselfishly and efficiently. It should be noted that the act of Congress was permissive in character and participation was not compulsory for anyone. All contracts for instruction are made with the Government by both Connecticut and Yale Universities on the basis of actual costs therefor.

In November last, the program was an idea to be worked out in each of 22 regions by regional advisers. Connecticut and Rhode Island are in region 2. In January, actual classes of instruction were under way. Today, out of 132 contracting institutions, Connecticut and Yale Universities rank among the first 10 schools in numbers of enrolled students. By early July, between 3,500 to 4,000 persons will have completed a course of instruction under the engineering defense-training program in Connecticut. While intensive training cannot perform miracles, one may confidently expect that the sum total of the training will confer a distinct benefit upon Connecticut industry.

To appreciate the full extent of the cooperation received in connection with this program it should be mentioned that the active supervision of the program in Washington is managed by engineering educators on leave of absence from their respective schools. Also, that the regional advisers all serve without pay and are allowed a very small budget to pay the expenses of starting and carrying on the work. In Connecticut alone the task of reaching its many industries was, under the circumstances, practically impossible. The program was presented to the Manufacturers' Association of Connecticut and after careful study it offered its complete cooperation. This make it possible to reach all of Connecticut industry at once. A careful and economical plan was devised for securing promising students and a committee was set up to implement the program. The association has spent considerable time and money on this program and continues to do so.

The manufacturers of Connecticut are becoming better acquainted with the work as time goes on. Some of the manufacturers who are most familiar with educational programs in industry have included this program in their plans for expansion in as capable a manner as one could find anywhere. Close contact is maintained between industry and the schools by virtue of company coordinators who follow the students' progress. In fact, one discovers that over the years many manufacturers in a quiet and unspectacular manner have been giving much time and effort to employee training. The records of our junior colleges will show this clearly. The Connecticut plan for machine operator training is further evidence. Our present situation is therefore not a product of neglect but rather a reflection of new and heavy tasks suddenly imposed.

Major Maloney, of the Connecticut Employment Service, is completely informed of the program and is taking into account the probable effect of the technical training upon labor shortages. He has helped to locate trainable persons and is prepared to offer greater aid when teaching facilities are available.

It is important to realize that the students in the engineering defense training program are virtually all employed persons giving up hours of earned leisure for new and often difficult classroom work. All of the teachers, many of whom are from industry, are likewise shouldering an extra burden. Such effort, being voluntary, ought to merit generous recognition. Simply because the whole program is voluntary, its vigorous prosecution must be attributed to a high sense of public service on the part of all persons involved. Your appreciation of this fact is naturally of foremost importance.

Men whose continued efforts have been most helpful to the success of the program are listed below for your information:

Members of the Committee on Engineering Training in Industry: E. Kent Hubbard, president of the Manufacturers Association of Connecticut, Inc.; Dean John H. Lampe, institutional representative, Connecticut University; Prof. Philip G. Laurson, institutional representative, Yale University; Lauren E. Seeley, regional adviser, chairman.

Members of cooperative schools: Dean L. A. Hoffman and associates, Bridgeport Engineering Institute; Messrs. A. S. Wilson and A. B. Conrad, Hillyer Institute (Hartford); Messrs. L. L. Bethel and C. W. Fawcett, New Haven Young Men's Christian Association College; Messrs. R. P. Saunders and L. A. Lachman, New London Junior College; Mr. Daly, on leave from the Hartford Public High School, is assisting in extension courses of Connecticut University; Mr. Arthur Purinton, of Waterbury Young Men's Christian Association, is assisting in extension work of the New Haven Young Men's Christian Association College.

Members of the Manufacturers Association of Connecticut: Messrs. C. L. Eyanson, A. E. Whitehill, and L. M. Bingham.

Connecticut Employment Service: Maj. Leonard J. Maloney.

Respectfully submitted.

Lauren E. Seeley,
*Regional Advisor, Region 2.*

## SUPPLEMENTARY OBSERVATIONS ON ENGINEERING DEFENSE TRAINING PROGRAM JUNE 6, 1941

BY LAUREN E. SEELEY, REGIONAL ADVISOR, REGION 2

As the engineering defense training program progresses some of the early short courses have been completed and within about 1 month all of the present courses will be over. It is still too early to evaluate the program but instances of upgrading and improved work on the job have been noted. The full utilization of the increased ability of trainees will be achieved when the training-within-industry program under Mr. Ernest A. Stowell, director of region No. 2 is in full operation. One definite problem which this latter program must solve is to make upgrading really mean what it says to the employee. Upgrading a skilled machinist to design work may involve a reduction in income which considerations of improved status, steadier long-time employment, etc., cannot outweigh. Upgrading must be made desirable to the employee.

As to the engineering defense training program—it is being planned to carry on during the summer with both pre-service and in-service training but not on a large scale. Manufacturers are divided in their opinions concerning the possibility of effective summer work. Naturally the attitude of management will influence employees. An atmosphere of urgency, seriousness, and hard work is created by the example of management. The engineering defense training program is voluntary in character. It cannot require action but it can and will continue to be responsive to the needs which come within its scope.

## TESTIMONY OF EARNEST A. STOWELL—Resumed

Mr. SPARKMAN. Mr. Stowell, I think you gave us a very interesting statement right at the beginning. You gave us the number being trained in Connecticut today. Will you repeat that?

Mr. STOWELL. There are approximately 35,000 industrial workers being trained in Connecticut under present conditions.

Mr. SPARKMAN. That is what I wanted. Now, I believe you said that the major portion of those were being trained in industry.

Mr. STOWELL. Of this group it is estimated as nearly as we can estimate it, 27,000 are being trained inside industry and 2,000 of those are on the formal apprenticeship programs at present. The others represent those that are going through various stages of on-the-job training in the plants.

Mr. SPARKMAN. And I believe you said that those from the W. P. A. are negligible?

Mr. STOWELL. You could practically ignore their contribution to this program.

### ABSORBING ALL AGES

Mr. SPARKMAN. I remember seeing a chart in one of the statements today, probably the one of Major Maloney, which showed that the W. P. A. had never trained as many as they at first anticipated training. Is that due to the fact that the age of persons who would seek training under W. P. A. was probably above what you would look for in industry?

Mr. STOWELL. I wouldn't say it was above because in industry we are absorbing all ages. This cry that has been heard for several years of the "40-plus club" has practically disappeared in Connecticut. If they are craftsmen we are glad to get them, even between 40 and 50. They represent good craftsmen even if they have been away from their jobs, because they can be trained.

### NATIONAL YOUTH ADMINISTRATION'S PART

Mr. SPARKMAN. What part is the N. Y. A. doing in this training program?

Mr. STOWELL. They are not doing any training in Connecticut under present conditions. They are turning their facilities into clearance centers to help bring in people from outside of the State, give them residence and feed them into industry.

Mr. SPARKMAN. What about the colleges?

Mr. STOWELL. The colleges, of course, in addition to their regular engineering courses and others, have set up courses that we call the engineering defense training courses. They are set up under Federal funds and are offered to anyone who wishes to take advantage of them, free of charge.

Mr. SPARKMAN. And that is true of secondary schools, is it not?

Mr. STOWELL. It is true of secondary schools. Of course your State vocational schools have been training a tremendous number in Connecticut and then the engineering defense-training program is superimposed on top of that, in institutions of higher learning. It is estimated that about 7,000 have been trained through the secondary schools and defense engineering courses.

### PREREQUISITES FOR TRAINING

Mr. SPARKMAN. In order to get that training you just mentioned in the secondary schools and colleges and so forth, is it necessary that the applicants be residents of the State of Connecticut?

Mr. STOWELL. I am not too sure of that. I believe it might be equivalent to it, because the employer has to approve the applicants for defense engineering courses. I think in that way it practically restricts them to residents of the State.

Mr. SPARKMAN. I noticed in your statement that you read to us, you said that if working schedules moved to three shifts for a 7-day week, 106,000 new workers will be needed by September 1941.

### OFFICE OF PRODUCTION MANAGEMENT WANTS THREE-SHIFT BASIS

Mr. STOWELL. Yes; 50,000 if they stay on one shift as so many are doing, but the desire of the O. P. M. is to get all the industries on a 3-shift basis. Some of our major industries, like Winchester and the aircraft industries, are now on a 3-shift basis, but a lot of others, particularly secondary contractors, are still on 1 shift. But they are running substantial overtime. The urge is to have every industry that has facilities for defense purposes to move to 3 shifts.

Mr. SPARKMAN. And in that event 106,000 additional workers will be needed?

Mr. STOWELL. That is the estimated figure.

Mr. SPARKMAN. Do you anticipate any difficulty in meeting that requirement in Connecticut?

Mr. STOWELL. I think not. I believe we can meet it because not only will we, between now and then, still be able to draw on the unemployed rolls of neighboring States, but we are moving more and more toward using women in jobs that everyone has thought should be filled by men. We have in this State married women of advanced age who have had fine experience in the industries, who could be called back if the pressure became great enough and who would be willing to come back to work.

### RECRUITING OF LABOR

Mr. Sparkman. I was interested in your treatment in the matter of recruiting labor. Obviously training is a more difficult process than recruiting labor. I suppose it is easy for industrialists to look toward recruiting rather than training this labor, but I believe you brought it out in your statement, as a matter of fact, that it is rather a short-sighted policy within itself.

Mr. Stowell. And in the long run it is more expensive than a real training program.

Mr. Sparkman. And you think that the Connecticut manufacturers realize that that is true?

Mr. Stowell. There is no doubt about it. We have gathered it in all these hearings that we have had, and we are running up against it all the time. There seems to be a full realization that the manufacturers must assume the burden of training if they hope to meet their needs.

Mr. Sparkman. I believe you stated that there is still some recruiting but that it is diminishing.

Mr. Stowell. I think that probably the greater number of the people who are coming in through uncontrolled channels are people drawn here through the fact that we have more or less of a boom in Hartford and they are attracted by the size of such training programs as the aircraft industry has. They have a lot of applications from out of the State. They reach all over the country, of course, in times like these. As during the last war, New England has become more or less of a Mecca for many people. They hear of the high wages. Of course, this time the defense industries are scattered pretty well all over the country, and probably we are not feeling it quite as heavily as we did in the last war.

Mr. Sparkman. Of the workers so far that have been trained by various programs outside of industry, have practically all of them found employment?

Mr. Stowell. The last estimate that I received was that approximately 100 percent of them had been absorbed. We may find a few strays but when we do we tuck them away.

### UNCONTROLLED MIGRATION

Mr. Sparkman. I notice you refer to controlled and uncontrolled migration of workers from outside of the State of Connecticut. Do they come in in any great numbers?

Mr. Stowell. Well, what we mean by "controlled" is that the importation is being made by the State employment service. They come in various numbers, according to the demand. But we realize that that will become less because the reservoirs are being dried up in the neighboring States pretty rapidly.

Mr. Sparkman. Would you advocate closer integration of the various training courses or programs with the immediate needs of local industry?

Mr. Stowell. We have it reasonably well integrated in Connecticut, but we have got to do more of it. It is the ultimate goal of the whole training-within-industry program.

Mr. Sparkman. Will you comment a little more on your statement that too great a reliance has been placed on the school system of training of workers?

### TRADE SCHOOLS DID GOOD JOB

Mr. Stowell. Yes. I think in the early days, long before the country, as a whole, was aroused to the need of trying to do something to equip the unemployed for positions in industry, there was started these so-called 200-hour preemployment training programs through trade schools. The boys were enrolled at their own expense for work, say from 3 to 11 o'clock at night, and then they stretched into another shift until 7 o'clock in the morning, so they were using those facilities approximately 24 hours a day, and they were turning out quite a number of people in the early days. The absorption was not anywhere near 100 percent, but as the defense contracts began to make their way into Connecticut there was no problem at all in absorbing those people. The schools geared themselves up to do a beautiful job, and I think that manufacturers began to feel—well not only here but as I have gathered in various conferences in other parts of the country—that they would like to build up these preemployment training courses, feeling that in this way they would get a steady flow of trained help. And for that reason I think that in Connecticut, particularly, there has been some reluctance to come up to a real training program within their own shops, in the belief that the schools could continue to train their people on the preemployment courses. Actually it is becoming increasingly difficult to secure trainees to go into the schools on their own time because they can go right to the plants and secure jobs and be trained on the job.

It is just a matter of mathematics.

### MUST IMPORT LARGE NUMBERS

Mr. Sparkman. Mr. Stowell, let me be clear on this: Going back to one of the previous qestions, you stated it would be necessary to employ approximately 106,000 additional workers by September.

Now, I asked you awhile ago if you anticipated any difficulty in getting that number. Do I understand that you think that that number can be had here from Connecticut people, without relying to any unusual extent on migration from other States?

Mr. Stowell. We will have to import a large number of workers.

Mr. Sparkman. I wonder if you could give some idea of what proportion of those would be imported?

Mr. Stowell. I would rather have you take a statement of that kind from Major Maloney, who is controlling that importation; but I would say that if we get a quarter of that group from outside of the State in that time, we are going to be fortunate, unless we move to it immediately, because every week we delay in bringing them in, the market is getting that much tighter. I believe our salvation is going to be in absorbing all that we can take from the unemployment rolls, even if they are down to very low-grade help, moving from the nondefense industries to the defense industries, and bringing the women into jobs now handled by men. I believe we are going to make our greatest contribution to this build-up through the greater use of women in the defense industries.

### SAFEGUARDS FOR HEALTH OF WOMEN

Mr. SPARKMAN. You suggest in your paper, and in your statement just now, that the only remaining available sources of labor supply left in Connecticut are the young people around 18 years of age and the married women?

Mr. STOWELL. Yes.

Mr. SPARKMAN. That you are bringing in?

Mr. STOWELL. Yes.

Mr. SPARKMAN. If these two labor reserves are utilized, what measures are planned to safeguard their health on the type of work on which they would be employed?

Mr. STOWELL. Let me say first, and I want to check with Dr. Gray on that, we have very strict regulations surrounding the health of our workers in Connecticut. Not only is that situation policed by the State department of labor and factory inspection, but we have check-ups by the department of health.

We have to satisfy them that we are meeting the requirements, so we don't anticipate in most of these plants that it is a matter of additional facilities for safeguarding their health so much as it is a matter of building up the supervision to take care of those people on the night shift, so as to use facilities that have always been available to the day shift.

We are using the plant facilities as they exist more extensively under these conditions, so the working conditions don't change substantially. It is just the strain of the night shift.

### APPRENTICESHIP COUNCIL

Mr. SPARKMAN. You mentioned in your paper the Connecticut State Apprenticeship Council. I wonder if you will give us a brief history of the work you have done in that connection?

Mr. STOWELL. Well, of course, that is the program of the Federal apprenticeship committee in Connecticut. The program that they have been working on is to have all formal apprenticeship programs conform to the standards approved by the Federal apprenticeship committee.

Mr. SPARKMAN. The number trained through that medium has been regulated, too, has it not?

Mr. STOWELL. Well, the only regulation that you have ever had on apprentices is such regulation as unions have felt should be imposed; and I want to say for the unions in Connecticut generally, that they have never argued much with manufacturers on that matter.

Under present conditions I don't think you would hear much of an objection in most shops. There may be a few shops here and there where there would be objections.

Mr. SPARKMAN. I am wondering if the 2,000 you said had been trained through that system or were being trained now are something like the normal number, or if that is an unusual increase?

Mr. STOWELL. I would say that is a decided build-up over the normal number. For instance, all through the depression period most industries did very little on the training of apprentices. There are some firms that have carried their apprenticeship courses along. A large number of manufacturers have let them die down, but they have now built their courses up again.

Mr. SPARKMAN. That is all, Mr. Chairman.

Thank you, Mr. Stowell.

The CHAIRMAN. Our next witness is Dr. Pond.

## TESTIMONY OF DR. MILLICENT POND, EMPLOYMENT MANAGER, SCOVILL MANUFACTURING CO., WATERBURY, CONN.

The CHAIRMAN. Congressman Arnold will interrogate you, Dr. Pond.

Mr. ARNOLD. Do you have a statement, Dr. Pond?

Dr. POND. Yes. I should like to read a summary of it. [Reading:]

The two committees working on the problem of labor migration in Connecticut have put the emphasis of their work on causes and effects of migration, and upon possible remedies for some of the adverse conditions, rather than upon the quantitative story.

1. Migration taking place: We all know that migration is taking place, and that it is not new in terms of 1941. A recognizable flow of applicants existed in 1937, 1939, and 1940, both interstate and intrastate. In 1937 and 1939 this flow was resisted by employers, who gave priority to local applicants for three reasons, which were: (1) Justice to local applicants. (2) The opportunity to reduce local relief loads. And (3) the danger of increasing company turn-over if nonlocal men were hired.

Gradually, however, as the supply of skilled applicants required by the industries of the State diminished, and then the supply of tall, heavy, and muscularly strong individuals needed for mill and heavy construction work became exhausted, migratory workers were hired, first those who came from other towns within the State, and then those from other States. The States most frequently represented were the other New England States, and New York, New Jersey, Pennsylvania, and North Carolina.

### OBSERVE PRIORITY OF LOCAL APPLICANTS

2. Conditions under which migrants are hired: There is no clearly defined date of change from the policy of rejecting migratory applicants to that of accepting them. If the hiring rate of a firm is low, the percentage of migratory applicants accepted is also low, because hirings are made from application files, and the priority of local applicants is observed automatically. If the hiring rate is high, the percentage of migratory acceptances rises because the applicant files become depleted, workers must be obtained quickly, and the employment office representative fears that he will not secure sufficient numbers of the required types if he waits for the local supply.

These statements are intended to include such use as each company makes of the Connecticut State Employment Service, which has been an important factor in facilitating the employment of local rather than nonlocal men and women.

### CAUSES OF MIGRATION

3. Causes of migration: The causes of migration may be stated very briefly. In the earlier period, the majority of nonlocal applicants stated that they were unemployed, and they probably were. Through newspaper and magazine articles, through verbal communication from Connecticut, and through some labor advertisements, they learned of increased employment in certain towns here, and they came. The first search was for employment. Today, however, many of these applicants are currently employed elsewhere, and their search is for better employment. This is an important shift, indicating spontaneous action toward individual upgrading, which is highly desirable from several points of view, and will be mentioned again.

Unfortunately, the rumors of available work are often very unreliable as to type of workers required and rates of pay offered, and many men have sought work here who have no qualifications superior to the local personnel not yet absorbed by Connecticut industry.

### DISADVANTAGES OF MIGRATION

4. Disadvantages of migration: There are many disadvantages involved in unguided migration, including disappointment and cost to the misguided applicant; possible increase of the local population beyond the demands of employment in certain types of persons; a heavy load of interviewing for the employer and for the Connecticut State Employment Service; high turn-over, coupled with the waste of training costs; and the possibility of friction between employers over the problem of interplant migrations.

### ADVANTAGES OF MIGRATION

5. Advantages of migration: On the other hand, there are also advantages in this migration, even though it has been unguided. To the worker who has migrated successfully, there is the tonic effect of the exercise of initiative—that is, growth of the individual, new experience, and new goals—and this effect on the individual occurs whether the migration is from one locality to another within the State, or from one State to another. For persons who have lived always in one of the economically depressed areas of the United States, this effect is marked. Moreover, employers have recognized that if a good selection can be made of the migrants capable of learning and of doing the work required of them, this aspect of migration is of tremendous value to them. The employer profits by the new motivation of employees.

Probably the most important advantage of free migration of labor, however, is the effect on the personnel policies of the employing firms, and to these the committees have given careful consideration. Trends have already become apparent in Connecticut, which we have tried to formulate and encourage in the following recommendations.

### RECOMMENDATIONS FOR EMPLOYERS

6. Recommendations for Connecticut employers: We advocate careful, continuous, and rapid training and upgrading of currently employed personnel, because the present demand for skilled labor

gives the employer an unusual opportunity to work in this way, and because realistic acceptance of this opportunity will reduce the necessity for the migration of workers, in many instances.

We advocate adoption on the part of the employers of attitudes and procedures which will encourage the employees to ask for transfer within the company where he is currently employed instead of or before seeking it elsewhere.

We advocate adequate standards of job evaluation and personnel rating, to facilitate the foregoing policies.

We advocate free and sympathetic release of employees who are leaving their current employment, since this is the best invitation to them to return, if they find that they have been attracted by inflated rumors rather than fact.

We advocate full cooperation with and use of the provisions of the Connecticut State Employment Service, with the one exception that we are not willing to promise what seems to us at present impossible—namely, the hiring of nonlocal personnel from their lists only.

We advocate that employers in no way attempt to attract to themselves the employees of another company, whether through advertising, or through word of mouth.

### PROCEDURE IN JOB TRANSFERS

We advocate adoption of a standard procedure to be used when an employee of one company makes application to another for work, a procedure which will not penalize the employee, nor bar him in any way from making such application, but which will permit the current employer, as well as the prospective one, to enter into the negotiations. We urge that this procedure be developed with such care that it can be followed honestly by employers, and need not be feared by employees, and that when it is used the possible change of position shall be of real and not imaginary value.

The committees on migration of labor believe that if these attitudes and policies can be accepted by Connecticut industry and consistently acted upon, the disadvantageous types of labor migration can be avoided, and the advantageous types facilitated.

(Reading of the summary statement ends. Dr. Pond's complete prepared material follows:)

## STATEMENT BY DR. MILLICENT POND, EMPLOYMENT MANAGER, SCOVILL MANUFACTURING CO., WATERBURY, CONN.

### Problems of Intrastate Migratory Labor

Subcommittee No. 4 of the committee on emergency employment problems, has studied diligently all aspects of intrastate labor procurement and migration assigned to it, and for the purpose of integration it has included some consideration of items currently under investigation by other subcommittees. Specifically, it has investigated the possibility of finding and utilizing skills within the State which are not at present in use, and of subdividing skilled processes in such a way that persons who possess partial skills may be given further training on the job with fair rapidity, and thus be upgraded.

It has considered carefully a very simple and practical transfer request system, which in actual operation has facilitated the handling of employees' requests for their own upgrading. It has heard reports on the diminishing local labor supply as registered by the Connecticut State Employment Service, affiliated with the Federal Department of Employment Security, and on the possibilities of interstate clearance through that service. In fact, it has examined with appreciation the various forms of aid which the employment service is prepared and eager to give to both employers and employees, and the forms of assistance which it is asking of employers, for an increased effectiveness of its work. All of the foregoing are problems largely of fact and ingenuity.

In addition to these, the subcommittee has worked wholeheartedly on the intricate problem of employer-applicant, or employer-employee relationship, which has been called "stealing help." As shortages in certain types of skill, training, and physical build increase, this problem will be come increasingly acute. It presents a conflict between the right of freedom of movement for the employee and expediency for the employer. It also presents a long history of agreements between firms which were repeatedly evaded, of agreements which limited the freedom of the employee, and of conflicts between firms, so that any unanimity now may be difficult to achieve. This subcommittee has reviewed numerous types of procedure and specific case presentations, drawn largely, although not wholly, from current Connecticut experience, and has attempted to discriminate clearly between them on the basis of justice.

### FOUR PRINCIPLES

As a summary of this portion of its work, and a background for more detailed procedures which will be suggested in the pages to follow, it presents four principles, believing that a frank recognition of them by all Connecticut employers will be to the advantage of employers, employees, and the national-defense program:

I. That American men and women have the right to work for, or to seek work with, any employer.

II. That every effort should be made to see that skilled and trained men and women be employed where their skills can be used best, either in their own companies, or, if necessary, elsewhere.

III. That, on the other hand, inadequately considered and restless moves on the part of employees are often unprofitable to them as well as to their employers. Hence, in fairness to the latter, they should be avoided whenever possible.

IV. Finally, that since all Connecticut industry contributes directly or indirectly to the national-defense program, it must function cooperatively and efficiently, maintaining its recognized high standards, and reaching a higher level of production that heretofore.

We can now turn to a more detailed report of the findings of the subcommittee.

### SOURCES OF SKILLED PERSONNEL WITHIN THE STATE

Probably the best of the sources now is persistent upgrading and training of employees within each organization. It is thought that upgrading has already been carried out very extensively in Connecticut industry, but illustrations cited for a different purpose certainly indicated that the process of upgrading should be a continuous one. It is strongly recommended, not only as a source of skills, but also as a stabilizing influence in each organization.

Subdivision of skilled work processes so that upgrading can take place in reasonably small steps when necessary was illustrated by a description of the experimental placement of production grinders on surface grinding work, with provision for instruction, and a learning rate of pay for 1 month. Another committee is studying this item.

An important investigation made by the Connecticut State Employment Service, and reported to this subcommittee is that of the present occupation of all mechanical graduates of the State trade schools for the years 1932 to 1940, inclusive. Names furnished by the trade schools have been traced by the local employment service offices, the individuals finally reached and interviewed. Although many are now using the skills learned in the school, a sufficiently large proportion to warrant continuing the investigation are not doing so. Those who are working in lower level jobs with a firm that needs the skills will be referred to their own employer for upgrading. Others will be registered as rapidly as they are found, and referred to skilled work in their own communities. Even if the skill has been out of use for some time, the retraining required is much less than full training.

### A PRACTICAL TRANSFER REQUEST SYSTEM

In connection with its upgrading process, one large Connecticut firm has made provision for a written request for transfer, available to any employee. In view of the fear which many employers have that such an instrument would bring in an unmanageable number of requests, the subcommittee examined the form, procedure, and results in this firm with care.

The form reads "I am employed as a------------------------------------ in Dept---------------------and would like to be transferred to Dept---------- ---------- My reasons for wanting this transfer are as follows---------- ----------" Spaces for signatures of employee, foreman, and superintendent follow, also for a record of action taken.

The foreman holds the supply of blanks. The employee applies to him for permission to fill one out, the foreman signs it and consults the superintendent. One or both of them talk the matter over with the employee and the latter is then interviewed in the personnel department. If the request is simply for a change in shift, the foreman keeps the request on file. No openings on the first shift are filled by the personnel department without a statement from the foreman that he has no transfer requests in his file.

This procedure has been in effect since September 1939. Out of 5,000 employees, 408 transfer requests have been received, 211 for more responsibility. Of these, 75 have been granted, 2 canceled, 134 are in abeyance. Requests for shift changes number 186, of which 106 have been granted, 3 canceled, 77 held up.

It is felt that the procedure has given reasonable opportunity for expressions of ambition or desire, that it has not resulted in an avalanche of requests, that it saves the foreman the necessity of remembering a verbal request for change, and that it saves both the foreman and the company from the accusation of lack of attention to verbal requests.

### DECREASED REGISTRATION OF UNSKILLED APPLICANTS

The subcommittee has considered very carefully the report of the Connecticut State Employment Service on the reduction of numbers of registered unemployed workers even without skill or special training. Month by month the number is decreasing. The situation is serious, even if it is assumed that in times like these persons who become unemployed may not register at once.

On the other hand, there is the possibility that the operation of priority restrictions on the supply of raw materials may throw large numbers of persons out of employment quite suddenly in this State. To the extent that it happens in small groups, reemployment in defense industries will absorb the laid off employees, but the differences in type of employee required for different types of work may seriously delay the reemployment of larger groups.

Of the young people who will graduate this month from the high schools of the State, it is predicted those who are over 18 years of age will be absorbed in employment very quickly—12 percent of the total number of graduates are already definitely engaged for work.

### WHETHER TO HIRE THE APPLICANT WHO IS EMPLOYED

It is apparent, of course, that the principles given on page 1 do not provide a mode of procedure for the employer who for any reason believes that he would be able to interest and could use an employee of another firm. As steps toward such a procedure, in recognition of the principles enunciated, the subcommittee urges:

1. That new personnel be taken to the fullest extent possible from the ranks of the unemployed.
2. That no employee be penalized in any way for attempting to place himself in work which utilizes his best capacities, whether with his present employer or with another.
3. That the greatest care be taken by personnel departments in the appraisal of these capacities when any change of employment is contemplated, and of other factors which would be involved in a change, such as:

   Loss of seniority rights or privileges, or of work security due to long service.
   Transportation and/or housing expense.
   Loss of income for the individual during the learning period.
   Possible loss of position for the individual if an error in placement has been made.
4. That in any contemplated change of an employee from one employer to another, the first employer be given an opportunity to interview his employee before final commitments are made either by the second employer or by the employee, but that this shall not be construed to mean that the second employer may not indicate the nature of available openings for which he considers the applicant qualified.
5. That no employer attempt to attract to himself any of the employees of another firm, by advertising, or by verbal messages of any sort.

It is recognized by the subcommittee that the procedures thus set forth are to some extent followed now by Connecticut industry—they are not original with the committee. They will only become fully active, however, if they are incorporated in the basic policies of each industrial company. It is suggested that when these principles and procedures are sincerely followed, the transfer of a worker from one employer to another should not be called nor considered "stealing."

### USE OF THE CONNECTICUT STATE EMPLOYMENT SERVICE

The Connecticut State Employment Service will register employed as well as unemployed persons. When an employed person seeking work is referred to an employer, it will be stated on the referral card that the applicant is employed, and by whom.

When employed individuals register at the State employment office, every effort will be made to persuade them to discuss their problems with their present employer, or to permit the employment service to do this for them. Moreover, the employment service urges employers to use the service in cases of employed persons who apply directly to them.

The subcommittee endorses the work of the Connecticut State Employment Service, and recommends that Connecticut employers cooperate with and use this service to the fullest extent possible.

[With the above statement, supplemental material was submitted, as follows:]

## Problems of Interstate Migratory Labor

### BY FRED S. SPARROW

Having had in our subcommittee meetings, the benefit of an exact and up-to-date picture of the registered and available unemployed workers, unskilled, semiskilled and skilled in the State of Connecticut as presented by the employment service, and having had the counsel of the Civilian Conservation Corps, National Youth Administration, Work Projects Administration, and other such administrations, and having been currently advised by the State employment service as to the availability of desirable workers that might be moved into Connecticut from other States, this committee feels that its recommendations to the committee on emergency employment problems of the Manufacturers Association of Connecticut may be correctly summarized by:

"Connecticut manufacturers should cooperate in full with the State employment service on the problem of direction and control of unemployed coming from out of State so as to meet Connecticut needs as to trade, training, and skills."

In its investigations, this subcommittee has given cognizance to the following interrelated facts:

1. Less than 1 in 5 undirected and uncontrolled industrial workers coming into the State from out-of-State has qualifications needed by Connecticut industry.
2. Labor pools in other New England States are practically exhausted and with our needs being filled now, mainly from Pennsylvania and States more distant, question of clearance of qualified workers into this State is of even greater importance. As we find it necessary to reach out farther for additional workers, the question of transportation becomes a serious stumbling block.
3. There is considerable flow of labor into the State, due to misleading interpretations of the size of weekly pay checks in Connecticut industry in such cases as where only the total amount of a week's pay is emphasized without any relation to amount of overtime involved.
4. The amount of newspaper and magazine publicity that has been given to the volume of defense contracts awarded within the State of Connecticut, and from a limited number of Connecticut manufacturers advertising for workers in out-of-State newspapers, and from word going back home from out-of-State workers now employed in Connecticut citing the intense industrial activity within the State, all tends to encourage an uncontrolled and undirected flow of labor into the State, a substantial part of which flow is qualified only for clerical work in which classification our own in Connecticut registrations of availables is expected to be adequate.
5. The phrase "industrial tourist" aptly describes many out-of-State workers coming into Connecticut and going from city to city and plant to plant in hopes of locating just the job for which they are qualified. These "industrial tourists," moving from community to community, add to rooming problems.

6. The undirected and uncontrolled flow of labor into the State can tend to retard our own within-State program of placing in-State availables into employment first, thus lessening our relief rolls and reducing movement from one community to another with the attendant expense and difficulty as to housing, transportation, and other such involvements.

7. Importance is given to the fact that, if a set of training standards be presented by Connecticut to other States for instruction of out-of-State workers before they come to Connecticut, a greater percentage would find employment after arriving here.

8. It is obvious that with little more detail and work on the part of the State employment service it can just as easily place its out-of-State requisitions for several hundred workers of a given classification as for a more limited number.

9. With high schools closing shortly the present program of the National Youth Administration in using in-Connecticut National Youth Administration work centers as in-Connecticut residential centers for out-of-State National Youth Administration youths should provide for orderly clearance of these available young workers.

10. Some Connecticut manufacturers have posted their employment offices with a printed sign to the effect that employment of workers is handled at the plant only after clearance through the local State employment service office. A broader use of such a card would tend to more orderly clearance.

11. Many manufacturers have not as yet fully informed themselves of the complete service that can be offered them by their local State employment office. A personal visit and closer understanding of this service is urged.

This committee has seen fit to offer to the committee on emergency employment problems, the following recommendations:

"That each manufacturer designate within his plant an individual or group as a point of service contact for new out-of-town or out-of-State employees on the question of rooming or housing; either for direct personal assistance or as liaison with recognized established local organizations serving in that capacity. This in appreciation of the effect of living conditions on morale, health, and productivity of such employees."

This committee recognizes: "It is extremely urgent that manufacturers furnish the State employment service with daily advice as to accessions, separations, and anticipated requirements, emphasizing again that an indication of anticipated needs does not imply obligations as to later employment. If the State employment service is to function at top efficiency in cooperation with the manufacturers of the State, they must be given daily information and at least a 30-day working period to bring in substantial numbers of out-of-State workers in the designated classifications needed."

The plan for interstate clearance submitted by Leonard J. Maloney, director of the State employment service under date of May 28, 1941, and as per the following page is recommended for thorough study and adoption in the report of this subcommittee to the committee on emergency employment problems.

## PLANS FOR INTERSTATE CLEARANCE

BY LEONARD J. MALONEY

There is a well-established clearance system in operation in Connecticut by means of which it is possible to clear workers not only within the State but also between Connecticut and other States. This system has been in operation since 1934 and has been developed to a point where we can expect reasonable efficiency in its operation. This report is continued to the use of the clearance structure in bringing into our State the workers that you need.

At the present time, here is the way it works. A Connecticut employer places an order for workers. Workers of proper qualifications cannot be found locally nor can they be located in the State. We send the order giving complete detailed description of type of worker wanted to any State or to any section of a State where there is a possibility of finding what is needed.

The cooperating State agency sends a transcript of personal history and work record of applicants directly to the order-holding office. These records are presented to the employer for selection. The cooperating State agency is notified to refer those selected for final selection by the employer.

Let us examine some of the weak spots of such a clearance system. First we are working with many separate orders of individual employers. In the present market and in the anticipated market of the future there is a lot of waste motion in such a procedure. If employers throughout the State can anticipate shortages for which out-of-State workers will be needed, the State employment service could then clear a pool of workers to take care of the needs of the entire State. Workers in this pool could then be parceled out as needed to individual employers.

A keystone of a successful clearance system calls for careful planning and anticipation of future needs by all employers in the State. This point must be emphasized. The employment service must seek out adequate reservoirs of labor to meet your needs. The more time we have to conduct such a search, the better the chances are of finding reservoirs of good workers. We must have the fullest cooperation of employers in the anticipation of their labor needs in order to plan our clearance program to care for their needs.

Another inherent weakness of any interstate clearance system is distance. The prospective worker is not at your office for interview. You have to judge his possibilities as an employee from facts on records sent by other State agencies. We do not want to bring workers from other States into Connecticut unless we are relatively sure that they are going to go to work. This is not an insurmountable difficulty. Many individual employers have used interstate clearance with good results. Close cooperation between the State employment service and employers will result in a minimum of trouble. There might be merit in the idea of employer representatives interviewing and hiring on the spot where a good size group of applicants is available. This has been done successfully in some instances.

In many cases you will wish to clear into Connecticut from other States specific workers by name. This can be controlled through our present clearance structure. When the employer tells us that he has a job for John Smith, of Lowell, Mass., we have facilities for having him notified and sent down by the Lowell office. These cases can be handled by phone in instances where speed is essential.

I might add that we are trying in every possible way to streamline our interstate clearance procedure so that it will work as smoothly as possible. We are trying to eliminate as many steps as possible so that we can get workers into the State when you employers need them.

## TESTIMONY OF DR. MILLICENT POND—Resumed

Mr. ARNOLD. I am sure, Dr. Pond, that you have given a very comprehensive statement and one that is very interesting to the members of the committee. Perhaps each of them will want to question you on some phase of the statement. I want to ask you what suggestions you would make for eliminating labor stealing.

Dr. POND. The committees have several suggestions and they are indicated in what I have read, and so I will simply list them again if that is satisfactory.

Employers should realize that labor is going to change, is going to want to change, and that they should clean house or I should say—instead of indicating that the houses are not clean—they should go further than they have in the progressive policies of industrial relations, building upon the desire of labor to move, that they should be active in transferring their own employees so that there shall be as much personal progress within each firm as possible.

That is something that is a little hard for an employer to do because he feels that once he gets a person trained, that person ought to stay placed. It is easier to have him stay than to hire somebody else. But if the employer wishes to avoid losing his people he can do something about it by transferring them frequently upward, also the employer should adopt an attitude of cordiality when the employee asks for a transfer. Not always can transfers be granted, but there is something that can be done there.

Each employer should realize that extensive training, according to the outline as given by Mr. Stowell, will tend to satisfy the workers who can accept that training, and that he should adopt a sympathetic attitude toward the employees who want to go on rather than bar them from advancement. That alone will stop some of the people from going. It will help them to analyze their present situation, or if they make a mistake in going, they will come back again.

This is material that has been handed to the committee in testimony. Finally, employers should make a careful analysis of the purposes of applicants who come to them from another firm or of applicants who have recently given up work with other firms in order to apply. It is often possible to find out why the applicant wishes to make the change and to discover why the grass on the other side of the fence looks greener. If the employer will take that into consideration he can stop some of this turn-over.

Mr. ARNOLD. Those are your recommendations. Now, are the manufacturers at the present time cooperating in that program?

Dr. POND. These ideas have all come to the committee from reports of representatives of firms as to what the different firms are now doing. Not all firms are doing all of this. Some firms are not doing much of it, but others are doing a good deal.

### REJECTS COMPULSORY USE OF STATE SERVICE

Mr. ARNOLD. Would you recommend compulsory use of State employment services by all employers who do hiring?

Dr. POND. No; I am sorry I would not. We recommend as full use of it as possible and as full cooperation with the State employment service as possible. There is an industrial relations factor there. If such a rule were put into effect in all cases there would be a good many unnecessary rejections with no cause except that the people were not referred by the State employment service.

Mr. ARNOLD. Would you care to comment on the shipbuilding stabilization committee, which you know is instituting uniform wages in the shipbuilding industry? Would uniform wages for other defense industries help to reduce the priority of labor?

Dr. POND. I suppose they would help. The desire of labor to change working places often is a desire to go into a higher type of work, however, so even if you had the same rates of pay for the same grades of work in the various companies, there still would be some migration of labor. There would be the younger man who is capable of learning new work, work different from the type of job that he is now on, with another company.

### SHORTAGES OF MATERIAL

Mr. ARNOLD. I notice that you mentioned unemployment created by priorities. We understand that many small firms are closing for short periods because of material shortages. Is there anything that can be done to eliminate such a practice?

Dr. POND. I mentioned that out of fear of what might happen rather than because it had begun to happen. It does not involve only the small firms, because the larger firms may have to release employees from certain kinds of work, which are not defense work, at the same time they are hiring other types of employees for defense work.

That has started to occur in the firm with which I am connected. I am not sure how many had to be laid off—I should think 30 or 40—in the last 3 weeks whom we could not transfer to another occupation. Later we may be able to take them back. They will be called back if it is possible, but I am not certain that workers released on account of a shortage of materials for commercial orders will immediately be absorbed in other work. I am not sure that I am right in my fear, and I have no suggestion to make about it. I don't know enough about the working of priorities, I am sorry to say.

Mr. ARNOLD. That is all I have, Mr. Chairman.

The CHAIRMAN. Thank you, Doctor.

Our next witness is Mr. Snyder.

## TESTIMONY OF ALBERT F. SNYDER, INDUSTRIAL RELATIONS MANAGER, WINCHESTER REPEATING ARMS CO., NEW HAVEN, CONN.

The CHAIRMAN. Congressman Curtis will interrogate you, Mr. Snyder.

Mr. CURTIS. Do you have a statement you would like to read, Mr. Snyder?

Mr. SNYDER. Yes, sir. [Reading:]

For several months past one of the primary objectives of the committee on emergency employment problems of the Manufacturers Association of Connecticut has been to analyze and utilize every available labor reserve in the State. This is not only fair and just procedure, but sound and farsighted economy.

We have not considered it sufficient merely to cite a body of workers as a possible or probable source of additional employees, but we have almost without exception and with the full cooperation of the administrators of such bodies, analyzed the qualifications for employment in defense industries of each available individual. I refer in particular to the files of the State employment service, the W. P. A., the C. C. C. and the N. Y. A.

We are exploring and assisting in the broader application of draft deferments for those with skills immediately, or anticipated as, transferable and essential to the defense industries of the State. The larger percentage of qualified 1941 high-school and college graduates have already found their place in industry.

### URGING EMPLOYMENT OF WOMEN

We recognize women as the largest group of available workers and, through our committee activities, are urging their employment in greater numbers, not only in jobs for which they have already been proved efficient but in many additional job openings and industries.

Again with a view of utilizing every available qualified worker in Connecticut, we have studied the employment problems concerning race, nationality, and the physically handicapped.

It is plainly evident that concurrently with the work of this committee of the Manufacturers Association of Connecticut, there has been a substantial growth in the willingness of employers to give Negroes opportunity for industrial employment if and when possessed of the required qualifications to serve industry.

The number of Negroes in the available group is relatively small and complete absorption may be reasonably anticipated.

In recognizing the traditional role of the United States as a melting pot for all nationalities, employers may understandably wish to balance the proportions of nationalities within their plants. Skilled men have little difficulty in being placed in industry. It has been strongly urged that, through employee upgrading and training, jobs be opened up for additional unskilled men of Italian extraction. It is further urged that such workers accept their proportion of agricultural jobs.

And in closing, it can be reported that even in spite of an exceptionally favorable situation as to the employment of physically handicapped persons in Connecticut, an intensive program is in operation to place a still greater number of them in industry so as to release unhandicapped workers for further upgrading.

Connecticut may well be regarded as intelligently and aggressively proceeding to the full use of its available labor reserves.

(Other prepared material submitted in connection with Mr. Snyder's testimony follows:)

## MATERIAL SUBMITTED BY ALBERT F. SNYDER, INDUSTRIAL RELATIONS MANAGER, WINCHESTER REPEATING ARMS CO., NEW HAVEN, CONN.

### Use of Available Labor Reserves in Connecticut

BY G. ROY FUGAL, SUPERVISOR OF PERSONNEL, GENERAL ELECTRIC CO., BRIDGEPORT, CONN.

Every possible effort should be made to discover and make adaptable all available Connecticut labor to meet Connecticut labor needs. The most conservative estimates indicate that the required man-hours necessary for Connecticut production called for under the emergency greatly exceeds the available labor supply.

Maj. Leonard J. Maloney has presented two very important sets of figures, the first resulting from a recent check made by the State employment service by personal contact with 306 employers in the State, and these individual employers indicated that they would need 25,000 additional employees by September 1.

The second set of figures indicated that if Washington orders schedules of 7 days, 3 shifts, it will require 106,000 more employees. To these totals also must be added such additions as will be required by nondefense industries, distributional and retail business, and other such consumer services, the business of all of which will necessarily be further stimulated. These figures are held to be conservative.

### DRAFT DEFERMENTS AS A SOURCE OF LABOR SUPPLY

In attempting to find further potential sources of labor a close scrutiny of deferred men in the selective service was deemed advisable. The findings have proven far beyond expectations and have developed into a State-wide investigation. On two checks made at the Hamden, North Haven Draft Board No. 12A, the following percentages were noted:

Of 47 1B men, 4.2 percent were found to be in jobs not related to national defense; of 100 men in class 3A, 15 percent; of 90 in class 4F, 6.6 percent. A second check at this same board taking the last 104 men classified in 3A showed 16.5 percent available for defense work. This all led to the Labor Department approving an additional questionnaire which is now accompanying the selective-service questionnaire to give us more detailed information regarding men and their abilities. Inasmuch as the selective-service questionnaire only asks for occupational experience within the last 5 years, we are attempting to go back as far as possible. To further expedite the matter one meeting of the advisory board of 12A has been called; and since the advisers in the greatest percentage are the only men who come in personal contact with the registrant, they are attempting to delve into matters of importance.

Thus far, however, the response on the part of the registrant has been so excellent to give full information that in local board 12A an additional 1,500 questionnaires are going to be added to each and every of the balance of selective-service questionnaires to be sent. To further this experiment, meetings of all other local boards in the New Haven area are being called as soon as possible, and the same procedure as outlined above will be followed.

3A men are those with dependents and undoubtedly their reticence in leaving their present form of employment is due to the usual considerations such men apply. I have no percentage figures regarding the abilities of the 16 percent available for defense work in this group, but casual inspection shows the majority to be mechanics of some nature.

### SIXTY-FIVE DRAFT BOARDS, 223,520 REGISTRANTS

In the State of Connecticut there are 65 draft boards and divided among them there are 223,520 registrants. This figure is as of December 16, 1940. In local board 12A of the first 1,501 classified, 932 were in class 3A, 104 were in 4F, 79 were in 1B, and the balance were in classifications which are not of interest to our problem. This means that out of every 1,500 men, 1,114 men offer us reasons for investigation. Further figures at local board 12A show that 3A men run about 75 percent of all those classified. Assuming this percentage to be approximately true, that gives a rough estimate of approximately 167,640 class 3A men will exist in the State of Connecticut at the end of this present registrant group. Further findings would then show that this would release approximately 26,862 men who are working in jobs not necessary to national defense and who could well be used in the proper industries.

Within 30 days close to 12,000 men will have been carefully examined in the New Haven district alone. It might be worth while to note that this questionnaire being sent out will probably catch potential 1A men physically and capably able to work successfully in defense industries prior to their being classified; and if these men are shifted prior to classifications, deferments will gladly be granted since it is of utmost importance to speed manufacturing.

### WORK PROJECTS ADMINISTRATION AS A SOURCE OF LABOR SUPPLY

In conjunction with the United States Employment Service this source is being carefully studied. Findings to date indicate the following:

The Work Projects Administration rolls are being combed down very rapidly with about 2,000 supposedly still available. The Work Projects Administration defense register shows that the proper type of persons from the standpoint of age, good physical condition, and previous work experience are now being trained for defense industry. The register shows that those left to be trained for defense industry are definitely a type who need the training if they can be used in any case.

For persons now qualified for defense industry, the New London district is still worth considering. A careful check of that district shows the following:

| | |
|---|---|
| Referable | 32 |
| Not referable, due to character and physical condition | 7 |
| Not on local register | 14 |
| Total | 53 |

A sample of Bridgeport district shows that that territory has been completely drained of any likely qualified prospects.

A tabulation of findings in other districts follows:

*Findings in Work Projects Administration defense register, May 22, 1941, at the State office at New Haven*

| District | Qualified for employment | Now being trained | Who need training |
|---|---|---|---|
| Fairfield | 167 | 51 | 276 |
| Hartford | 152 | 68 | 173 |
| New Haven | 153 | 43 | 336 |
| New London | 53 | 22 | 110 |
| Litchfield | 10 | 7 | 47 |
| Middlesex | 15 | 7 | 59 |
| Putnam | 6 | 1 | 5 |
| Windham | 11 | 0 | 39 |
| Total | 567 | 199 | 1,045 |

### NATIONAL YOUTH ADMINISTRATION AND CIVILIAN CONSERVATION CORPS FILES

In reporting the situation as applied to the National Youth Administration today, it is found that the present training program conducted by the National Youth Administration does not offer any substantial contribution to industry. The turn-over of boys is exceedingly rapid and they are mostly too young.

A study of the National Youth Administration set-up in Connecticut discloses that this agency is having so much trouble recruiting youths for its projects that it is believed to be actually in competition with the State employment service and with private employers for the service of desirable youths. When the National Youth Administration is able to recruit boys over 18 years of age for its work-experience centers, these youngsters are in training for such a brief period before they can be placed by the employment offices or employed by private employers that the process seems wasteful.

The situation, however, as now developed at the Nepaug National Youth Administration work center is that 60 boys have already been brought into Nepaug as an experiement using the depot as a residential clearing center. These boys have been well selected by the National Youth Administration in New York City, are housed and cared for at Nepaug and the first group has been practically entirely absorbed by industry. The success of this experiment would indicate that possibly all 6 centers in the State, each of which could accommodate 60 boys at a time, will possibly be used in this same manner. The boys are carefully classified before being sent into Connecticut, examined as to their qualifications after they reach Nepaug, and those who do not have qualifications are sent back home.

It is reported that this plan has the approval of the Washington National Youth Administration Administrator, that he is pleased with results to date and that a similar program may be adopted throughout other States.

Insofar as the Civilian Conservation Corps are concerned, it is found that they continue to offer an excellent but limited supply of labor for Connecticut industries, defense and otherwise. The Civilian Conservation Corps has followed a policy of reducing its facilities to meet the needs of a particular State. This has resulted, in Connecticut, in a reduction of a number of camps from 21 to 5, and 2 of these 5 camps will be closed soon. The present enrollment is 400.

The Civilian Conservation Corps does not actively recruit for the camps and concentrates on 17-year-old boys.

### EMPLOYMENT OF WOMEN IN INDUSTRY

The practice of employing more women in industry is the best and only considerable source of new employees. This can be accomplished through further specializing the job and upgrading the employee.

In compiling the report on the investigation of women working on jobs formerly done by men some 57 different concerns throughout Connecticut were contacted. Answers were received from some 38 concerns, totaling approximately 91,400 employees. Of this number 10 replied that they are now using women on jobs that were formerly done by men. In some instances this has been a gradual process that has been going on, as in the case of one hardware concern which quotes the following figures: "The proportion of women to men in this plant in 1931 was 23 percent. The proportion May 1, 1941, was 33 percent. The classes of work affected have been mostly in light assembly, light machine operation, polishing small parts and light product."

One very large rubber concern quotes "whenever conditions on the job are changed which lighten the work or make the job more pleasant, we do not hesitate to replace a man on that job, always of course, making sure that we transfer him to equal or better work somewhere else in the plant. We have about 55 percent of our force female; 10 years ago this was about 45 percent."

One fabric concern states that the total replaçements of men by women has been about 20 thus far. This has been in production dispatch offices, inspection department, research department, and also in the weaving department.

Another concern reports that it would be able to replace women on some men's jobs if they could work on shifts later than 10 p. m.

One other large hardware concern reports that they are now using women in what they call dry scouring, on drill presses, on Brown & Sharpe Automatic Machines, and some types of clerical work formerly done by men. They are constantly studying the situation and are going to add a great many more in a very short time.

A gun company reports that it has 16 women doing work formerly handled by men. These employees are working in the drill department, hand mill, file, woodworking, stock finishing, and miscellaneous shipping.

Another gun plant has been trying women on drill-press work, gunstock finishing, polishing, and filing, punch presses and eyelet machines.

Most of the concerns say that they have not replaced any men with women but feel that they may be forced to consider this before very long.

### JUNE HIGH SCHOOL AND COLLEGE GRADUATES

The report as to June 1941 high-school and college graduates is as follows:

From high schools, there will be 16,329 graduates with 7,443 boys and 8,886 girls.

Fifty-four percent of the above have already registered at the State employment service and it is anticipated that about 80 percent will have registered shortly after graduation.

About 25 percent of the total have already been definitely earmarked for specific employers, and it is the present belief that all registered over 18 years of age and will be immediately employed by manufacturers. Shortly after graduation only 16-year-old and 17-year-old students will be left, and those mainly want clerical work and are too young to be taken into industries employed in hazardous production.

As to the college graduates, there does not seem to be any sizeable labor pool here. They want mostly a continuation of work along the lines of their present studies. One company, however, reports that it has signed up 25 to 30 Yale undergraduates for the 12 weeks of the summer vacation.

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## Placement of Negroes

### BY JOHN WILLIAMS, INDUSTRIAL RELATIONS MANAGER, YALE & TOWNE MANUFACTURING CO., STAMFORD, CONN.

As chairman of this subcommittee, at the meeting held May 6, I assumed the task of investigating and reporting on the availability, restrictions, and limitations affecting the placement of unemployed Negroes.

Before proceeding to an objective discussion of this problem, I ask your indulgence while I make a few general observations which express my views on certain aspects of the subject:

The question regarding the employment of Negroes in northern industrial establishments should be considered with complete detachment; it should not be confused by the injection of issues which of themselves bear no relation to a sound solution of the problem. We must think straight and take account of all known facts that are related to a fair and just answer to the question.

The proportion of Negroes to the white population in our northern States is a factor to be reckoned with; and, also, we cannot overlook the age-old disinclination of whites to associate on terms of equality with members of the colored race. This is not merely race prejudice. It is something that industrial managers cannot overcome or eradicate by managerial fiat. Equality is not established in that way.

We recognize the principle that, before the law, all men are equal. But that principle cannot be relied upon to establish a claim to industrial equality. That kind of equality depends upon individual capacity to render comparable services in any given field of industrial activity.

The average northern-born Negro, and the overwhelming majority of the Negroes who have migrated north from the Southland, are of the common labor class; therefore, these men, by and large, are not qualified to enter those occupations in our industries where developed skills are required.

I believe that we should concede that this condition is not necessarily due to any inherent deficiency in the Negro. It must then be attributed largely to the lack of opportunities for the Negro to demonstrate the possession of latent skills.

Be that as it may. These facts are with us. We cannot brush them aside. And those who prate glibly about the failure of industry to treat the colored man fairly are doing the race a disservice. They well know that no miracle can be performed that could endow colored men with the knowledge and skill that would permit them to enjoy industrial equality with trained whites.

Skill may and can be acquired. But the process is slow and painstaking. The Negro, like his white brother, must be willing to travel the slow road. By persistence and perseverance he may reach the goal of industrial equality. But he must carve his own path. He must justify his plea for equal opportunity by demonstrating his capacity to serve industry as well as the white man. Can he do that? In the last anslysis, he alone must supply the answer.

In connection with this problem, industry, today, is confronted by two things:

1. Its need of an ample, efficient force of manual workers to meet the demands incident to the tremendous national-defense program.
2. The allegation that it fails to tap a considerable source of manpower by its unwillingness to hire members of the Negro race.

It is a part of our job to explore the situation in order to determine (1) the size of the problem in Connecticut, (2) whether our industries have adopted hiring policies that are inimical to the interests of colored workers, and (3) what recommendations should be made, if any.

Major Maloney supplied me with a compilation showing the occupational grouping of active registrants who had contacted the State employment offices between March 1 and April 26.

There were available for referral during that period 29,278, including men and women and youths under 21. Of this total, the colored group numbered 1,950 or slightly under 7 percent.

Taking the combined figures for the unskilled and semiskilled males we find a total of 9,214, or which 700 or 7.5 percent were colored.

If we examine the figures covering skilled males we find complete confirmation of my remarks in the statement I have presented. Out of a group of 3,521, only 36 colored men claimed to be skilled workers, or just 1 percent.

A further study of the situation convinces me that in Connecticut the Negro is not subjected to discrimination by the managers of industrial establishments. The concensus of opinions expressed by those who are in close contact with employment practices is, that such handicaps as are imposed upon the Negro job seeker arise out of either the known objection of white workers to intermingling of racial colors, or the fear of such condition entertained by management.

It is encouraging to note, however, the evident growth of a more tolerant spirit and of the willingness of employers to respond to the plea that the Negro citizen, if and when possessed of the required qualifications to serve industry, should have his opportunity. The state of the labor market is conducive to continued improvement in this direction—the need will absorb the supply regardless of barriers. But the permanency of the relationship brought about through need will depend upon how well the Negro fills the picture: If he does well, this problem will cause no trouble; it will be solved by natural process.

I believe consideration should be given to questions arising out of the actual or assumed discriminatory attitude of white workers:

Should management submit to prejudice among employees against Negroes? If not, how should such a condition be dealt with?

Should we recommend that a hiring policy be adopted and declared regarding nondiscrimination between citizens?

I have not felt it to be necessary to deal in statistics. The number of Negroes in the available group is relatively small. And since complete absorption may reasonably be looked for, according to our best information, I do not see the necessity for affirmative action except to urge that opportunities should be open to young trained Negroes to prove their capacity and fitness to serve in such occupations as they have been trained for.

*Available colored applicants by office, by sex, Apr. 26, 1941*

| | Total | Men | Women | | Total | Men | Women |
|---|---|---|---|---|---|---|---|
| Ansonia | 71 | 52 | 19 | New London | 46 | 34 | 12 |
| Bridgeport | 146 | 117 | 29 | Norwalk | 77 | 68 | 9 |
| Bristol | 3 | 1 | 2 | Norwich | 19 | 15 | 4 |
| Danbury | 19 | 14 | 5 | Stamford | 318 | 255 | 63 |
| Danielson | 3 | 2 | 1 | Thompsonville | 10 | 10 | 0 |
| Hartford | 297 | 213 | 84 | Torrington | 12 | 9 | 3 |
| Meriden | 1 | 0 | 1 | Waterbury | 104 | 62 | 42 |
| Middletown | 19 | 12 | 7 | Willimantic | 1 | 1 | 0 |
| New Britain | 25 | 20 | 5 | | | | |
| New Haven | 279 | 187 | 92 | Total | 1,450 | 1,072 | 378 |

Source: Connecticut State Employment Service.

*Available colored applicants, by occupational groups, sex, and age groups, April 26, 1941*

| Occupational group | Total | Under 21 years | 21 to 44 years | 45 years and over |
|---|---|---|---|---|
| MALE | | | | |
| Professional | 6 | 0 | 3 | 3 |
| Semiprofessional | 1 | 0 | 1 | 0 |
| Managerial and official | 0 | 0 | 0 | 0 |
| Clerical and kindred | 7 | 1 | 5 | 1 |
| Sales and kindred | 7 | 1 | 3 | 3 |
| Domestic service | 87 | 14 | 48 | 25 |
| Personal service | 94 | 16 | 55 | 23 |
| Protective service | 2 | 0 | 1 | 1 |
| Building service | 96 | 8 | 53 | 35 |
| Agriculture, fishing, forestry | 36 | 7 | 19 | 10 |
| Skilled | 36 | 1 | 21 | 14 |
| Semiskilled | 161 | 16 | 98 | 47 |
| Unskilled | 539 | 74 | 309 | 156 |
| Total | 1,072 | 138 | 616 | 318 |
| FEMALE | | | | |
| Professional | 2 | 0 | 2 | 0 |
| Semiprofessional | 1 | 0 | 1 | 0 |
| Managerial and official | 0 | 0 | 0 | 0 |
| Clerical and kindred | 10 | 1 | 9 | 0 |
| Sales and kindred | 0 | 0 | 0 | 0 |
| Domestic service | 292 | 37 | 202 | 53 |
| Personal service | 17 | 2 | 14 | 1 |
| Protective service | 0 | 0 | 0 | 0 |
| Building service | 5 | 0 | 4 | 1 |
| Agriculture, fishing, forestry | 1 | 0 | 1 | 0 |
| Skilled | 0 | 0 | 0 | 0 |
| Semiskilled | 32 | 1 | 27 | 4 |
| Unskilled | 18 | 3 | 12 | 3 |
| Total | 378 | 44 | 272 | 62 |

Source: Connecticut State Employment Service.

## UNITED STATES CITIZENS OF GERMAN AND ITALIAN DESCENT

### BY ROBERT H. MURPHY AND WILLIAM W. C. BALL

At the first meeting of subcommittee No. 5 on "Employment Problems Concerning Race, Nationality, and Physically Handicapped" on May 6, Mr. Murphy, with Mr. Ball, was asked to "investigate availability, restrictions, limitations, and further placement of United States citizens of German and Italian descent."

That these groups constituted a major defense-employment problem was evident from the figures supplied by Major Maloney, director of the Connecticut State Employment Service.

The Italian-American, however, is more of a problem that the German-American. While the German-American seems to be doing fairly well, the Italian-American is rapidly developing into a major part of the available labor pool. This is especially so in communities of high Italian population, such as Waterbury and New Haven, where one-third of the population of Waterbury is Italian and the concentration of Italians in New Haven is at least as high, if not higher. The percentage of Italians in the labor pools of these two cities stood, on May 19, at 28.1 percent for Waterbury and 29.4 percent for New Haven.

By checking at the Hartford and Waterbury offices of the State employment service, through figures supplied for the State as a whole and for some individual cities, and by personal observation and interview with other manufacturers, we are fully convinced of two things:

First. German-Americans do not need any special attention at this time.

Second. Italian-Americans now constitute a growing percentage of the available unemployed.

At first it seemed logical to assume that these people were being discriminated against because of the acute international situation now developing. This feeling would be both fostered and aggravated by defense contracts prohibiting aliens from working on defense material, by Federal Bureau of Investigation activity along this same line, and by the enforced example of leading manufacturers of any community as well as by a natural fear that these men, if hired, might soon have to be fired to comply with defense requirements.

This was not found to be true.

It was not true because: First, German-Americans were not seriously affected; second, only aliens are barred by defense contracts, and then only by a small proportion of such contracts; and here special permission can be obtained, although at great trouble to the employer; third, the Italian-Americans seemed to be most seriously affected, but without regard to their status as citizens or aliens; and, fourth, Italian-Americans are not increasing in numbers on the unemployed rolls, they are just not being absorbed as fast as other nationalities.

The reason for this seems to be that the Italian-Americans have congregated in large numbers in relatively small urban areas. As no employer wants to employ all Polish, all Swedish, all Italian, or all of any one nationality, and as he quite naturally wants to fulfill the traditional role of the United States as a melting pot for all nationalities, he cannot absorb these high local concentrations of Italians and still have a reasonable proportion of his plant made up of other nationalities. Consequently he is more anxious to employ non-Italians and thus more fairly balance the nationalities employed than he is to hire more Italians and thus further overbalance the percentage of other nationalities.

As a skilled man has little or no difficulty in finding employment, and as unskilled Italian laborers seem unwilling to accept jobs in agriculture, we offer two suggestions at present:

1. We suggest the training of unskilled help now employed in factories so as to open up unskilled positions for new men of Italian extraction.
2. We suggest that some Italians and aliens be referred to agricultural jobs and persuaded to take their portion of these jobs.

## EMPLOYMENT OF ALIENS

BY JAMES F. FENNING

The survey of the alien portion of the labor market in the State of Connecticut was made with two objects in mind:

First. To study the geographic distribution of aliens in the hopes that such available or unemployed aliens could be directed and placed in employment such as agriculture, road work, etc., where no alien restrictions are or would be imposed.

Second. To determine the attitude, both present and future, of manufacturers toward the continued employment of aliens now on pay rolls and toward the hiring of aliens.

An analysis of records furnished by Mr. Clayton S. Squires, director of State aid, showing the number of persons, adults, and children, receiving State aid in their various locations was made. It is believed that these figures represent a good and fair cross-section of the distribution of aliens throughout the State.

This analysis proved what was believed and feared to be true—namely, that alien concentration is decidedly in industrial areas.

By taking the counties of the State and dividing them into quadrants; No. I being the northwest; No. II, the northeast; No. III, the southeast; and No. IV the southwest; the percentage of alien population may be applied as follows:

| | *Percent* | | *Percent* |
|---|---|---|---|
| Litchfield County | 3.19 | Hartford County | 25.90 |
| No. I | .27 | No. I | .15 |
| No. II | 2.09 | No. II | 2.88 |
| No. III | .65 | No. III | 16.63 |
| No. IV | .18 | No. IV | 6.24 |

|  | Percent |  | Percent |
|---|---|---|---|
| Tolland County | 1.01 | New Haven County | 29.91 |
| No. I | .09 | No. I | 7.84 |
| No. II | .35 | No. II | 2.31 |
| No. III | .08 | No. III | 14.34 |
| No. IV | .49 | No. IV | 5.42 |
| Windham County | 3.72 | Middlesex County | 2.74 |
| No. I | .02 | No. I | 2.39 |
| No. II | .35 | No. II | .03 |
| No. III | 2.29 | No. III | .32 |
| No. IV | 1.06 | No. IV | 0 |
| Fairfield County | 24.81 | New London County | 8.65 |
| No. I | 2.12 | No. I | 2.79 |
| No. II | .89 | No. II | .64 |
| No. III | 10.66 | No. III | .73 |
| No. IV | 11.14 | No. IV | 4.49 |

It can be seen from the above figures that, since it is impossible to shift and proportion the alien population as we might desire it, our best procedure is to let the burden of alien placement fall on the shoulders of the State employment offices and to urge all employers to hire through these employment offices and to freely accept aliens in such occupations in which there are no alien employment prohibitions or restrictions

An analysis of hiring and employment policies of manufacturers in the Bridgeport area showed the following:

|  | Percent |
|---|---|
| 1. No aliens are being hired, and, as yet, no attempt at segregation from other employees | 48 |
| 2. No aliens are being hired and present aliens are being segregated from other employees, placed in departments where they will not be working on, or handling materials for, any type of defense order | 28 |
| 3. No restrictions on alien hiring or employment | 17 |
| 4. No aliens hired or employed | 7 |

It can be noted that nearly half of the companies make no attempt to exclude or segregate present employees, but it was interesting to see that all companies qualified their statements by saying "as yet." It seems to be the general opinion that as we get further into defense work or actually into the war, nearly all manufacturers will be making something directly assignable to defense and alien restrictions will be imposed.

It can therefore be expected that the alien employment situation will become worse unless the manufacturers of Connecticut give this problem immediate consideration and action.

Permission for aliens to work on most service contracts can be obtained by the filling in of questionnaires and submitting them to either the Army or Navy Departments, as the case may be, and waiting for such permission to be granted. Some companies are currently following this procedure of submitting application for permission to work aliens for present long-time employees or valuable employees who are aliens, but in most cases it is easier to either segregate or eliminate aliens. Other farsighted companies are preparing themselves by giving present alien employees a list of questions to be asked and asking them to supply themselves with the necessary information so that if and when it becomes necessary to make application for them, a minimum of time will be lost.

It seems that the wisest move for manufacturers to make at once is to prepare themselves by either making plans for alien segregation, having present alien employees obtain necessary information, or actually filing application for permission to work present alien employees.

## Problems of the Physically Handicapped

BY CHARLES S. BURR, CHAIRMAN, C. R. BURR & CO. NURSERIES, MANCHESTER, CONN.

This report is based on the findings of two lengthy meetings of the committee, plus interviews with Chairman John Williams, industrial relations manager, Yale & Towne Manufacturing Co., Stamford.

The data and information were gathered primarily by Mr. Walter R. Ketcham, of the State employment service, and Mr. Edwin P. Chester, of the State department of education.

The fundamental problem of the committee was to ascertain how in the present emergency of acute shortage of labor, the untapped supply of employable physically handicapped, who are now unemployed, could be efficiently employed in Connecticut industry, either on—

1. New jobs.
2. To replace some physically unimpaired person who could be released to take on another job.

The problem resolves into one of supply and demand.

### SUPPLY

The supply was the first to be studied with the following findings:

The department of education and the State employment service conservatively estimated that there were approximately 1,500 unemployed physically handicapped who are employable. It was felt that there are probably many more who have not yet been registered due to the characteristic timidity of the physically handicapped.

Mr. Ketcham and Mr. Chester already have a listing and (promised to have more in the very near future) of each individual, which listing describes a person's handicaps and degrees of impairment, together with their experiences and abilities. Preliminary and incomplete figures of applicants available have already been submitted, tabulated by areas, from Bridgeport, Hartford, New Britain, New Haven, Torrington, and Waterbury, totaling:

| | |
|---|---|
| Total loss of vision in 1 eye | 58 |
| Partial loss of vision in both eyes | 40 |
| No vision | 3 |
| Totally deaf | 41 |
| Hard of hearing | 35 |
| Speech defect | 12 |
| Total loss of use of 1 hand | 54 |
| Partial loss of use of 1 hand | 69 |
| Loss of use of legs; cannot walk | 14 |
| Loss of use of legs; can walk but must be seated while working | 15 |
| Partial loss of use of legs, causing varying degrees of lameness. Can work standing | 113 |
| Cardiac | 39 |
| Tuberculosis | 156 |
| Others | 110 |
| Total | 759 |

A summary of these areas represents only a portion of Connecticut's total physically handicapped.

One can, without much imagination, realize that the above-mentioned people could be fitted into certain jobs where their handicaps would be no great drawback.

The fact that this available supply is usable is borne out by the studies made by Mr. Cornelius, secretary of the Hartford County Manufacturers Association. His survey among 59 manufacturers in Hartford County disclosed 404 recorded physically impaired employees, who are satisfactorily being used. All but 28 of these were hired by firms who conduct a preemployment physical examination; and these people were hired with the employers' full knowledge of their handicaps. They are doing satisfactory work on such jobs as box makers, bench work, inspectors, machine operators, tool clerks, messengers, assembly, grinders, and stenography.

That this supply of physically handicapped is usable is further borne out by very exhaustive experiments made by the Ford Motor Co.; Mr. Deitz, of the Western Electric Co., and Dr. Ball among Canadian World War veterans. These experiments conclusively proved that this type of labor could well hold its own with normal employees.

### HELP OF FEDERAL AGENCIES

The physically handicapped are made more readily available than the public realizes by certain helps of Government agencies. For instance, the State of Connecticut has a fund of $20,000, matched by the Federal Government dollar for dollar, that can be used for the purchase of appliances and teaching to enable the handicapped person to become so equipped that he can earn a livelihood and fit into industry .

In some instances the State is so enthusiastic, and believes so firmly in the ability of the handicapped person, that it has agreed to pay the handicapped person's salary during the trial period.

They have likewise gone so far as to agree to handle what might be embarrassing to the employer—that is, discharging a worker if, in remote cases, he should be unsatisfactory.

It was further brought out in the committee meetings that observations seemed to prove that this type of person very often seems to have the faculty for compensating, or more than compensating, for any loss that he may have sustained.

A large part of the above-mentioned supply will be available in the very near future, each one listed individually with complete details as to their impairment and degree of impairment; also with full information as to their experience and abilities.

### DEMAND

The demand for the physically handicapped in Connecticut has been very definitely and unsoundly lessened by misunderstanding on the part of some Connecticut employers. These misunderstandings fall into three catagories:

1. The fear on the part of the employment manager or foreman that the hiring of physically handicapped persons may result in criticism from superiors, due to the incorrect feeling that such a person may not come up to production requirements.

Obviously, of course, the physically handicapped should be intelligently placed on such a job where his employment will not interfere.

2. Fear of greater possibilities of second injuries seems to be very prevalent.

A letter received by Chairman Burr from State Compensation Commissioner Noonan states:

"The experience of this office over a period of many years has been that physically handicapped persons make loyal and conscientious employees and are less prone to injury than so-called physically normal men."

This evidence from a person who is in a position to really know, it seems to the committee, should be entirely conclusive, proving that this fear of second injury is largely unfounded.

3. Ignorance on the part of many of the fact that the Connecticut State law provides for the use of a waiver for the physically handicapped where an injury can be traced to the specific handicap mentioned.

Quoting again from Commissioner Noonan's letter, he says:

"The waiver provisions of the statute amply protect the employer against any undue hazard that the physically handicapped may possibly impose, and we are in Hartford County approving about 1,000 of these waives each month."

However, in spite of the three above-mentioned draw-backs, we are proud to state that in Connecticut the State employment service has placed more people than all other States in New England combined. This does, of course, indicate a demand.

A poll made of a small but rather representative group of manufacturers in the recent meeting proved that Yale & Towne Manufacturing Co., Stamford, the Connecticut Co., New Haven, the Wiremold Co., New Haven, C. R. Burr & Co. nurseries, Manchester, at the present time are using physically handicapped people, and are very willing to go still further in employing this type of help.

### RECOMMENDATIONS

The committee came to the following conclusions and recommended that the Manufacturers Association lend their support in the following fashion:

1. Cooperate with the State department of education and the State employment service in further truthfully acquainting the manufacturers with the advantages of taking on physically handicapped persons, also acquaint manufacturers with the workings of the waiver.

2. That the Manufacturers Association approve setting up of local committees of members of the Manufacturers Association in the areas of Hartford, New Britain, Bridgeport, and Waterbury, to represent manufacturers in their area, and to learn what supply is available from the State employment service and the department of education, then in turn to acquaint the manufacturers in their area of this supply.

## TESTIMONY OF ALBERT F. SNYDER—Resumed

Mr. Curtis. We appreciate your contribution, Mr. Snyder. Do you feel that the 7,500 people still on W. P. A. are primarily unemployable, or do you feel it is just a question of age or training or both which is preventing their employment in defense industries?

Mr. Snyder. Well, I feel that the lack of training is the principal trouble with the people on W. P. A.

Mr. Curtis. Do you know their average age?

Mr. Snyder. It is not so much because of age.

Mr. Curtis. Do you know what their average age is?

Mr. Snyder. I am not sure, but I don't believe it is over 45.

Mr. Curtis. Do you think they ever will be absorbed in the ordinary peacetime industries of Connecticut?

Mr. Snyder. Yes, sir.

Mr. Curtis. The W. P. A. people?

Mr. Snyder. Yes, sir.

Mr. Curtis. How can that happen?

Mr. Snyder. They are being employed now. We are taking them in and training them.

Mr. Curtis. And when you state that they will, that is because you are training them?

Mr. Snyder. We are going to train them, that is right.

### NATIONAL YOUTH ADMINISTRATION COMPETING WITH INDUSTRY?

Mr. Curtis. Are the N. Y. A. training centers competing with industry for young people?

Mr. Snyder. Yes; I think they are. I feel that they would do better to follow this procedure that is now being worked here in Connecticut, and put in these centers and put their people through the State employment service and train them in industry.

Mr. Curtis. And limit the N. Y. A. to out-of-State youth?

Mr. Snyder. Yes.

Mr. Curtis. Would you make any specifications as to qualifications for youth to be recruited by the N. Y. A. out of the State?

Mr. Snyder. Yes. I think that we ought to specify certain qualifications.

Mr. Curtis. Generally, what would those qualifications be?

Mr. Snyder. Some training in industry, and age — of course, in these defense programs we have to get them over 18 years of age.

Mr. Curtis. Is there anything that is preventing the rapid employment of women in this State?

Mr. Snyder. I don't believe any particular thing except the feeling that it is an old idea that women can't do this or that in factories. I think that industry is rapidly becoming educated to the fact that there are a great many jobs which were always considered as men's work that women can do, and in a good many cases do a lot better.

Mr. Curtis. Will it be easier to cushion ourselves for the let-down when this defense activity is over if we utilize women in industry during the period of rushing the defense program?

Mr. Snyder. I don't know as I quite got that question.

Mr. Curtis. Do you think that it would be better to employ the women of Connecticut in these defense industries than to import men from distant States, in view of that time when the defense program is going to stop?

Mr. Snyder. Yes; I do. In our plant we are taking a great number of married women on the late shifts, so that when things let down these women will go back into their homes as they were before.

Mr. Curtis. In most cases is that what might be termed "supplementary income" for the family, or is it the sole income?

Mr. Snyder. No; I think it is supplementary income in most cases.

### TRAINING OPEN TO NEGROES

Mr. Curtis. What training do you have open for Negroes at the present time?

Mr. Snyder. Well, in a good many plants now they are taking them in and training them on the job. A good many of them have had training in this defense program—this 200-hour training which has helped a good deal in many plants. They are taking them right into the factories now and training them the same as other workers on machine jobs.

Mr. Curtis. There is no hesitancy on the part of industry to take them? Or would you say it is lessening?

Mr. Snyder. It is lessening greatly.

Mr. Curtis. In your paper you indicated that the Italian-Americans are suffering real discrimination at the present time. What do you suggest could be done to eliminate that?

Mr. Snyder. Will you ask that question again, please?

Mr. Curtis. I understand you to say that there is discrimination against Italian-Americans. What do you suggest to eliminate that?

Mr. Snyder. Well, we have found that in some plants there has been discrimination. I think it is largely emotional at this time. We have been working on that and recommending that they employ them more and more.

### LARGE ITALIAN-AMERICAN COMMUNITIES

Now, in some centers, such as New Haven and Waterbury, where we have very large Italian colonies, we have tried to make this a melting-pot for all of them. Employers don't like to have too many of any nationality in their factories. So where you have a large group of any nationality like the Italians, if you were to hire all of them you would soon have your plant predominantly Italian or American or something of that sort. They hold back on them in order to balance the nationalities in the factories, which appears as though they were discriminating against them.

Mr. Curtis. Do they fear sabotage, or can't the workers respond to the training?

Mr. Snyder. Oh no; I think that in many cases they do fear sabotage. They respond to training as well as any one else; no question about that.

Mr. Curtis. That is all.

## TESTIMONY OF NORRIS W. FORD, MANAGER, MANUFACTURERS ASSOCIATION OF CONNECTICUT, HARTFORD, CONN.

The CHAIRMAN. Mr. Ford is our next witness.

Mr. Ford, if you have a prepared statement we shall be pleased to have it.

Mr. FORD. Yes; I have. At this time I shall read a summary. [Reading.]

The most important phase of the defense program up to the present time has been the production of all the many items that are necessary to equip an army for war. Included are articles ranging all the way from machine tools and textiles to guns and ships. There is every indication that there will be no change in this situation in the immediate future.

It necessarily follows that, being a highly industrialized State, Connecticut should participate heavily in the preparation for defense. The first step toward preparing for the transition from civilian production to defense work was an inventory of machinery. This was undertaken during the summer of 1940 and by mid-October over 1,500 of the approximately 1,900 manufacturers, having equipment adaptable for making munitions or other articles required by the Government, had returned the five-page questionnaire that was prepared for this purpose.

Arrangements were then made for tabulating the information that was gathered from the surveys. This required a series of indexes that were compiled with the assistance of engineers loaned by various industries, representatives of the Air Corps, the Navy, and the Hartford ordnance district, and experts from the International Business Machines Corporation. The material has since been used extensively in furthering the "farming out" program and also by branches of the Army and Navy.

Fourteen manufacturers' organizations and chambers of commerce, located throughout the State, have assisted in bringing together prime contractors desiring to subcontract certain components and manufacturers who were found to have the necessary equipment. Conversely, potential subcontractors have been aided by bringing to the attention of prime contractors the idle facilities that might be utilized for defense work.

The Connecticut State Employment Service has used its field force to gather information concerning idle machine hours. This has greatly facilitated the program.

### FAIR DISTRIBUTION OF ORDERS

As a consequence, there is a very fair distribution of defense orders in Connecticut. This statement is not intended to indicate that all plants capable of producing munitions of any character are engaged in defense work. On the contrary, there is considerable idle capacity even on the first shift, and but a relatively few concerns are engaged on a second or third shift.

Manufacturers in this State have endeavored to maintain a fair balance between defense and essential civilian work. This has tended to stabilize employment.

It was natural, in the first instance, for the Army and Navy to place heavy orders with those companies already engaged in the manufacture of munitions and having substantial plant capacity. Under this program, a number of important contracts were awarded to industries in Connecticut. Our participation in defense work is still confined largely to airplanes, submarines, guns, ammunition, and machine tools.

We can appreciate the desire to allocate defense orders as equally as possible among the several States, but doubt if the mere location of State lines should be allowed to retard the program. Certainly the "farming out" of defense orders at this time would be greatly implemented if contracts were awarded more speedily.

### UTILIZATION OF SMALL PLANTS

In order to utilize the smaller plants, offices such as the Hartford ordnance district should be authorized to award contracts for component parts. This procedure is followed by the various arsenals, but the Hartford ordnance district can place orders only for complete articles.

Furthermore, it would be of great assistance if the Hartford ordnance district office had authority to award prime contracts. Such an arrangement was ultimately found necessary in the last war. At the present time, the Hartford ordnance district acts primarily as a forwarding office.

### PRIORITIES AGAINST METALS

We are cognizant of the fact that priorities may be expected to play an increasingly important part in the manufacture of nondefense items. Connecticut is primarily a metal-working State. And the more urgent priorities have been placed against metals or materials used in the production of metals. Therefore we cannot escape the adverse effects of this system. We can only hope that due consideration will be given not alone to the need for an item from the standpoint of defense, but also to the effect that the closing of a plant will have upon employment, particularly when only a relatively small amount of an article on the critical list might allow a plant engaged in nondefense work to continue its operations.

Connecticut manufacturers may be depended upon to cooperate fully with the Federal Government in its preparations for defense. Furthermore, industry in this State will exert all the ingenuity at its command to adapt itself to any necessary restrictions. In return, we ask for sympathetic understanding on the part of the Government.

(The complete prepared material submitted by Mr. Ford is as follows:)

## STATEMENT BY NORRIS W. FORD, MANAGER, MANUFACTURERS ASSOCIATION OF CONNECTICUT, INC., HARTFORD, CONN.

### "Farming Out" for National Defense

The organization of a Connecticut Defense Council was authorized by the Governor on June 12, 1940. This was one of the first commissions of its kind in the country. It was composed of representatives from several of the State departments and citizens who were active in various branches of industry, labor, agriculture, finance, etc.

As chairman of the Industrial Division, Mr. E. Kent Hubbard, president of the Manufacturers Association of Connecticut, Inc., was quick to realize that, while there were adequate records available concerning the normal products of manufacturing concerns, these companies would soon be called upon to produce an entirely new line of items for defense.

After carefully weighing the relative value of all projects, which might be pursued, it was concluded that an inventory of Connecticut's industrial facilities was a paramount importance in speeding the Nation's rearmament program.

### QUESTIONNAIRE TO MANUFACTURERS

By August 1, 1940, after a thorough check among leading production executives of the State, and Federal procurement officials, a five-page questionnaire was completed, printed and mailed to all manufacturers in Connecticut. This has since been used as a pattern by other organizations, including the National Association of Manufacturers. By mid-October over 1,500 of the approximately 1,900 manufacturers having equipment adaptable to defense work had returned their questionnaires.

The next problem appeared even more difficult. It contemplated the assembling of the voluminous data in usable form. Fortunately the survey had been broken down to show separately the equipment of various industries such as textile manufacturing, chemical processing and companies working with metals. Engineers from these several groups spent 5 days reviewing the material with representatives of the air corps, the Navy and the Hartford ordnance district, together with experts from the International Business Machines Corporation, seeking first to determine the type of information that would be necessary and, second, a practical method of classification. Ultimately a machine classification code was developed. A copy of this is shown below [see p. 5265]. It formed the basis for the entire tabulation.

After all of the machinery that was recorded on the questionnaires had been coded in accordance with this classification, the information was reduced further by the International Business Machines Corporation punched-card method to six indexes of Connecticut's industrial facilities. The indexes were produced by running the punched cards through the Alphabetic Accounting Machine and are designed to establish promptly both the names of the concerns having any particular machine in their plant and also the number of such machines. Other tabulations list the machinery, including a complete break-down of machine tools by both industry code and machine code. The location of the companies and number of employees are also disclosed. Actually the question concerning the facilities of any plant or group of plants is available in the study from six different approaches. As indicative of the wide range of information that was available, it was learned that certain textile plants in the State had complete tool room facilities for making their own machinery. These facilities are now being fully utilized in defense work.

### "CONNECTICUT PRESENTS ARMS"

Although the material taken from the surveys has been in constant use since its completion, an effort to increase its usefulness to prime and subcontractors resulted in the issuance of a booklet entitled "Connecticut Presents Arms," which was distributed in March of this year. The indexes of Connecticut's industrial facilities were taken from this pamphlet. [See pp. 5267 and 5268.]

In consideration of the fact that approximately 500 new manufacturing establishments have been organized in Connecticut since the original survey was completed and as numerous of these have not supplied information concerning their facilities, and in further consideration of a desire to obtain the greatest possible participation in the "farming out" program on the part of both prime and subcontractors, the Manufacturers Association of Connecticut invited representatives of several manufacturing organizations and chambers of commerce, strategically located throughout the State, to discuss a procedure for improving the subcontracting program in this State.

A plan was formulated, which contemplated dividing the cities and towns of Connecticut in such a manner that they would all be served directly by one of the cooperating agencies or the Manufacturers Association of Connecticut, Inc., which was to service towns and cities not included within the other jurisdictions. A copy of the letter that was sent out to over 2,300 manufacturing concerns, describing the plan and indicating the organization that would serve each of the towns, will be found below.

### PLAN OF SUBCONTRACTING

Briefly, the idea that met with general approval was that a prime contractor, desiring to subcontract any component part of a defense order would describe the item, together with the type of machines that would be required to perform the operation, and an estimate of the number of machine hours, this information to be sent to the representative of the organization in which his town was located. The same method would be employed by subcontractors having surplus machinery that was available for defense work. If the representative first contacted was unable to locate the necessary machinery or find an opportunity for utilizing the idle machinery of the potential subcontractors in his district, the information was passed along to the Manufacturers Association of Connecticut who acted as a clearing house and advised all of the other participating organizations. In this manner it has been possible to contact all of the manufacturers throughout the State with a minimum of time and effort.

### AID OF STATE EMPLOYMENT SERVICE

Another innovation that has supplemented the "farming out" program in Connecticut has been the cooperation that has been given by the Connecticut State Employment Service. This organization has 18 district offices located throughout the State and it has utilized the facilities of these offices and the services of its inspectors to obtain current information relative to idle machine hours. A copy of the form is shown.

The State employment service has made no effort to arrange contacts between prime and subcontractors but has made the information that it gathered available to organizations such as those previously described. Furthermore, through its 18 subdivisions, it has in emergencies been able very quickly to assist in locating needed idle machinery. At least insofar as the manufacturers producing items necessary to national defense are concerned, the State employment service has attempted to maintain current data that ordinarily have been brought up to date about every 2 or 3 weeks.

We are cognizant of the fact that priorities may be expected to play an increasingly important part in the manufacture of nondefense items. Connecticut is primarily a metal-working State. And the more urgent priorities have been placed against metals or materials used in the production of metals. Therefore, we cannot escape the adverse effects of this system. We can only hope that due consideration will be given not alone to the need for an item from the standpoint of defense, but also to the effect that the closing of a plant will have upon employment, particularly when only a relatively small amount of an article on the critical list might allow a plant engaged in nondefense work, but employing a large number of people, to continue its operations.

The priorities system should act as a further incentive for nondefense plants to devote a portion of their equipment to subcontract work for defense.

### CONTRACTS OVER HALF A BILLION

Up to May 15, 1941, the Army and Navy have placed contracts with industries in this State amounting to $567,755,598. This places Connecticut as eighth among all the States of the Union in the amount of defense orders for which contracts have been awarded. With such an important stake, it is only natural that those interested in industry in Connecticut should wish to bring the "farming-out" program to a high state of efficiency. Those who have had the matter in hand will at all times be glad to receive suggestions concerning possible improvements or additions.

## Machine Classification Code

1. Abrasives.
2. Containers and shipping supplies.
3. Dies, special tools, jigs, etc.
4. Factory equipment.
5. Hand and precision tools.
6. Machine tools:
    1. Bending.
    2. Boring.
    3. Broaching.
    4. Cut-off tools.
    5. Drilling.
    6. Files.
    7. Forging.
    8. Gear cutting.
    9. Grinders.
    10. Honing.
    11. Keyseating.
    12. Lapping.
    13. Lathes (engine).
    14. Lathes (turret).
    15. Lathes (automatic) (screw machine).
    16. Milling.
    17. Planers.
    18. Polishing and buffing.
    19. Presses.
    20. Punching.
    21. Riveting.
    22. Shapers.
    23. Shearing.
    24. Slotters.
    25. Threading.
    26. Welding.
    27. Special.
    28. Miscellaneous.
    29. Machine-tool accessories.
7. Testing and instruments and gauges.
8. Welding equipment.
9. Woodworking machines.
10. Textile machines:
    1. Needle trade machines.
11. Paper-making machines.
    1. Paper-product machines.
12. General machinery:
    1. Rolling mill:
        2. Ferrous.
        3. Nonferrous.
            4. Precious and alloyed metals.
    5. Foundry equipment.
        6. Ferrous.
        7. Nonferrous.
    8. Chemicals.
    9. Leather and artificial leather.
    10. General machinery (miscellaneous).
    11. Wire drawing.
13. Plastics.
    1. Rubber products.
14. Die castings.
    1. Aluminum.
    2. Zinc.
    3. Bronze.
15. Forging and drop forging.
    1. Steel.
    2. Aluminum.
    3. Brass.
16. Heat treating.
17. Plating.
18. Printing machinery.
19. Felt and felt products.
20. Construction and road-building machinery.

### PARTIAL LIST OF QUESTIONS ASKED IN QUESTIONNAIRE

*Nature of Product.*

1. Standard products.

2. What other types of products is your equipment adapted to, if any?

3. Have you manufactured for the United States Government? Direct bid. Subcontract. Describe items produced.

4. Are you working on Government orders?

*Survey of Production Facilities.*

Equipment in operation:

1. Could you purchase or rent additional equipment necessary for production of defense items?

2. Would you rent or sell surplus equipment for use in defense program? (Describe such equipment on separate sheet.)

3. Would you rent space with equipment? Without equipment?

4. Please describe the types, sizes, and quantity of production equipment now in use in your plant. (Headings below were set up primarily for listing of machine-tool equipment. For listing other equipment which cannot be described adequately by these headings, please cross out those not applicable and insert those which are applicable. For example, textile companies would list primary equipment as "looms" and secondary equipment as "spindles," etc.)

To be answered only by companies working with "metals":

1. What heat treating and plating facilities have you?

2. Have you had experience in machining of steel SAE—6150, steel SAE—4620, other steels, gray iron, aluminum alloys, magnesium alloys, nickel alloys, copper alloys, other metals and alloys? (Please list.)

3. What is the closest tolerance to which you work?
4. (Foundries only.) Have you ever made castings to Army and Navy specifications?

These questions to be answered only by companies doing chemical processing:

1. Have you pressure vessel equipment for chemical manufacture?
2. What type of lining in vessels? Ceramic. Other. (If ceramic designate which one.)
3. Have you open vessels? Heated. Equipped with mechanical stirrer.
4. Have you distillation equipment? Fractionating. Nonfractionating.
5. What type of lining? Ferrous. Nonferrous. Ceramic.
6. Have you evaporators? Vacuum type. Atmospheric.
7. What type of lining? Ferrous. Nonferrous. Ceramic.

These questions to be answered only by companies doing textile manufacturing:

1. Names of principal operating machines (looms). Secondary machines (spindles).
2. Adaptability of machines for other types of product (lower or coarser types), (higher or finer types).
3. Description of different machines for making products of plant.
4. Number of different types?

## INDUSTRY AND MACHINE CLASSIFICATION CODE

(Sample excerpts)

*Numerical listing*

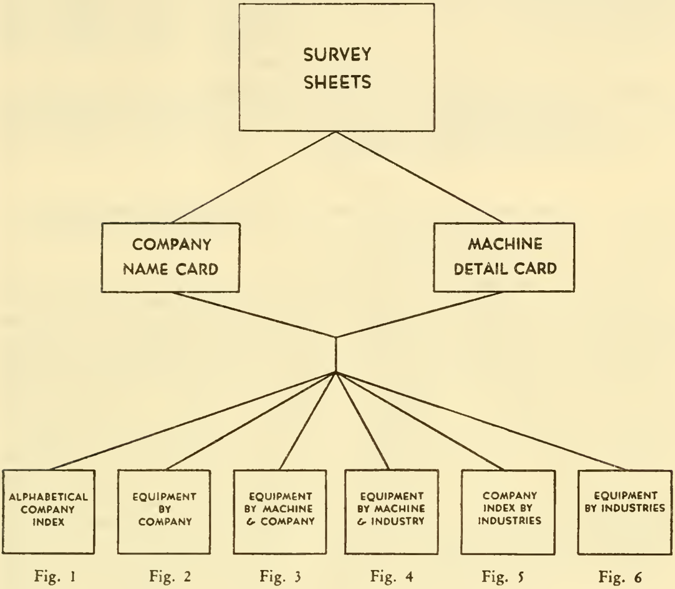
### INDUSTRY

| Code | Classification | Section |
|---|---|---|
| 141 | Ammunition and related products | 4 |
| 206 | Abrasive wheels, stones, paper cloth, and related products | 27 |
| 224 | Files | 14 |
| 225 | Firearms | 14 |
| 226 | Forgings, iron, and steel. Made in plants not operated in connection with steel works and rolling mills | 14 |
| 235 | Screw machine products and wood screws | 14 |
| 244 | Tools. Not including edge tools, machine tools, files, or saws | 14 |
| 248 | Foundry products, gray iron, and malleable iron | 14 |
| 250 | Aluminum products | 17 |
| 251 | Clocks, watches. Time-recording devices including materials and parts, except watchcases | 17 |
| 261 | Nonferrous metal alloys and products. Except aluminum, not elsewhere classified | 17 |

### MACHINES

Machine tools (continued):
  7. Forging.
  8. Gear cutting.
  9. Grinders.
  10. Honing.
  11. Keyseating.
  12. Lapping.
  13. Lathes (engine)
  14. Lathes (turret).
  15. Lathes (automatic) (screw machine).
11. Paper-making machines:
    1. Paper product machines.
12. General machinery:
    1. Rolling mill:
        2. Ferrous.
        3. Nonferrous.
        4. Precious and alloyed metals.
    5. Foundry equipment:
        6. Ferrous.
        7. Nonferrous.
        8. Chemicals
        9. Leather and artificial leather.
        10. General machinery (miscellaneous).
        11. Wire drawing.
13. Plastics:
    1. Rubber products.

Sequence of break-down by I B M method


SURVEY SHEETS
COMPANY NAME CARD
MACHINE DETAIL CARD
ALPHABETICAL COMPANY INDEX
EQUIPMENT BY COMPANY
EQUIPMENT BY MACHINE & COMPANY
EQUIPMENT BY MACHINE & INDUSTRY
COMPANY INDEX BY INDUSTRIES
EQUIPMENT BY INDUSTRIES
Fig. 1
Fig. 2
Fig. 3
Fig. 4
Fig. 5
Fig. 6

*Sample, alphabetical index (fig. 1)*

| Company name | Location | Industry code | Company number | Number of employees |
|---|---|---|---|---|
| Adlerhurst Iron Co | West Haven | 241 | 131 | 13 |
| Aetna Stamp and Engraving Co | Hartford | 123 | 150 | 4 |
| Albert Bros | Waterbury | 458 | 181 | 13 |
| Alderman Bros., Inc | New Haven | 127 | 200 | ---------- |
| Charles I. Allen, Inc | Pequabuck | 108 | 210 | 28 |
| Allen Billmyre Corporation | South Norwalk. | 299 | 220 | 14 |
| The Allison Co | Bridgeport | 206 | 240 | 24 |

This index answers the following questions:

1. How many persons does any given company in Connecticut as of date of question employ?
2. Where is the company located?
3. What is its industry classification?

*Sample, company index by industry (fig. 5)*

| Company name | Location | Industry code | Company number | Number of employees |
|---|---|---|---|---|
| Alderman Bros. Inc | New Haven | 127 | 200 | |
| The Baker Goodyear Co | do | 127 | 1,130 | |
| Bingham Paper Box Co | New London | 127 | 1,760 | 10 |
| Bone & Son, Inc | No town | 127 | 1,882 | 2 |
| Bradley & Scoville, Inc | New Haven | 127 | 1,970 | 16 |
| Braunworth & Co., Inc | Bridgeport | 127 | 2,030 | 302 |

This index gives the answers to the following questions:

1. What companies are in the machine tool or any other industry located in Connecticut?
2. Where are these companies located?
3. How many persons do they employ?

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THE MANUFACTURERS ASSOCIATION OF CONNECTICUT, INC.,
*Hartford, May 13, 1941.*

To: The Manufacturer Addressed.
Subject: "Farming Out" for National Defense.

GENTLEMEN: Arrangements have recently been completed whereby the organizations shown on the attached sheets will serve manufacturers located in the towns listed with their names in an effort to stimulate the farming-out program in Connecticut for both national defense and commercial business.

Under this plan, requests from prime contractors for available facilities to do subcontract work, as well as subcontractors seeking participation in defense orders, should initially clear through the local organizations. If it is determined that the facilities are not available in the immediate vicinity, the requests will be sent to our office and we in turn will circulate the information to all of the cooperating agencies and those manufacturers who are to be served from this office.

As an important contribution to the success of this plan, the Connecticut State Employment Service has agreed to make available to us the information concerning idle machine hours that is being gathered by its field staff. This does not represent a duplication of effort, but rather it supplements the activities of the participating organizations who will endeavor to bring together the prime contractor and the potential subcontractor.

With this project in operation, we believe that almost any demand for machine facilities on the part of prime contractors can be met expeditiously. In fact, several companies having machines that are in the greatest demand have indicated a willingness to increase their capacity by adding another shift if this will aid the defense program.

We particularly urge prime contractors to give consideration to the possibility of using the subcontract service thus made available.

Yours very truly,

E. KENT HUBBARD, *President.*

### ORGANIZATIONS AND REPRESENTATIVES PARTICIPATING IN THE FARMING-OUT PROGRAM, TOGETHER WITH A LIST OF CITIES AND TOWNS THAT EACH WILL SERVE

#### BRIDGEPORT AREA

Representative: Alpheus Winter, executive vice president, Manufacturers' Association of the City of Bridgeport, 211 State Street, Bridgeport. Cities and towns served: Bridgeport, Fairfield, Southport, Stratford, and Trumbull.

#### DERBY-ANSONIA DISTRICT

Representative: Dean Emerson, secretary, Industrial Association of the Lower Naugatuck Valley, care of Star Pin Co., Derby. Cities and towns served: Ansonia, Derby, Oxford, Seymour, and Shelton.

### HARTFORD COUNTY

Representative: Sidney E. Cornelius, manager and secretary, Manufacturers Association of Hartford County, 612 Capitol Avenue, Hartford. Cities and towns served: Addison, Avon, Berlin, Bristol, Burnside, Collinsville, East Berlin, East Glastonbury East Hartford, East Windsor, Elmwood, Enfield, Farmington, Forestville, Glastonbury, Hartford, Hazardville, Hockanum, Kensington, Manchester, Milldale, New Britain, Newington, Pequabuck, Pequonock, Plainville, Plantsville, Rocky Hill, Simsbury, Southington, South Glastonbury, Terryville, Thompsonville, Unionville, Warehouse Point, West Hartford, Wethersfield Windsor, and Windsor Locks.

### MANCHESTER SECTION

Representative: E. J. McCabe, executive vice president, Manchester Chamber of Commerce, Manchester. Cities and towns served: Andover, Bolton, Broad Brook, Buckland, Highland Park, Rockville, Somersville, South Coventry, Stafford, Stafford Springs, Staffordville, Talcottville, Tolland, and West Stafford.

### MERIDEN AND VICINITY

Representative: W. J. Wilcox, secretary, Manufacturers Association of Meriden, 30 Colony Street, Meriden. Cities and towns served: Cheshire, Meriden, South Meriden, Wallingford, West Cheshire, and Yalesville.

### MIDDLESEX COUNTY

Represenative: Mrs. Regina S. Cotter, executive vice president, Middletown Chamber of Commerce, Middletown. Cities and towns served: Centerbrook, Chester, Clinton, Cromwell, Deep River, Durham, East Haddam, East Hampton, Essex, Gildersleeve, Higganum, Ivoryton, Middlefield, Middletown, Moodus, North Westchester, Portland, Rockfall, Saybrook, Tylerville, and Westbrook.

### MYSTIC-STONINGTON

Representative: E. Allen Olds, Jr., president, Mystic Chamber of Commerce, Mystic. Cities and towns served: Mystic and Stonington.

### NEW HAVEN COUNTY

Representative: J. S. Whiteside, Jr., executive secretary, Manufacturers Association of New Haven County, 185 Church Street, room 624, New Haven. Cities and towns served: Branford, East Haven, Guilford, Hamden, Milford, Mount Carmel, New Haven, North Haven, Orange, and West Haven.

### NEW LONDON SECTION

Representative: Bryon A. Fones, secretary, New London Chamber of Commerce, New London. Cities and towns served: East Lyme, Groton, Montville, New London, Niantic, and Waterford.

### NORWALK AREA

Representative: Thomas A. Kirkwood, secretary, Norwalk Chamber of Commerce, Norwalk. Cities and towns served: East Norwalk, Georgetown, Norwalk, Saugatuck, South Norwalk, Westport, and Wilton.

### PUTNAM GROUP

Representative: Omer J. Milot, secretary, Putnam Chamber of Commerce, Putnam. Cities and towns served: Eastford, East Woodstock, Mechanicsville, North Grosvernordale, Putnam, and Woodstock.

### STAMFORD AND VICINITY

Representative: Elliot G. Kingsbury, secretary, Stamford Chamber of Commerce. Cities and towns served: Darien, Cos Cob, East Portchester, Glenbrook, Glenville, Greenwich, New Canaan, Old Greenwich, Springdale, and Stamford.

### WATERBURY DISTRICT

Representative: Frank J. Green, secretary, Waterbury Chamber of Commerce, Waterbury. Cities and towns served: Beacon Falls, Naugatuck, Oakville, Prospect, South Britain, Southbury, Thomaston, Union City, Waterbury, Watertown, Waterville, Wolcott, and Woodbury.

### WILLIMANTIC SECTION

Representative: Albert B. Smith, president, Willimantic Chamber of Commerce. Willimantic. Cities and towns served: Amston, Columbia, Eagleville, Hebron, Mansfield, North Windham, South Windham, Willimantic, and Windham.

### MISCELLANEOUS TOWNS TO BE SERVED DIRECTLY BY MANUFACTURERS ASSOCIATION OF CONNECTICUT, INC.

- Baltic
- Bantam
- Bethel
- Brookfield
- Canaan
- Central Village
- Colchester
- Danbury
- Danielson
- Dayville
- Eastfor
- East Killingly
- Falls Village
- Fitchville
- Franklin
- Gilman
- Glasgo
- Goshen
- Hanover
- Hawleyville
- Jewett City
- Killingly
- Lakeville
- Lebanon
- Lisbon
- Millstone
- Moosup
- New Hartford
- New Milford
- Newtown
- Norfolk
- Norwich
- Norwichtown
- Oakdale
- Oneco
- Oronoque
- Pawcatuck
- Pine Meadow
- Plainfield
- Pomfret
- Preston
- Quinebaug
- Redding
- Ridgefield
- Riverton
- Salisbury
- Sandy Hook
- Sharon
- South Willington
- Taftville
- Tariffville
- Thompson
- Torrington
- Uncasville
- Versailles
- Voluntown
- Wauregan
- West Mystic
- West Willington
- Willington
- Wilsonville
- Winchester
- Winsted
- Yantic

### Sample, Connecticut State Employment Service Form

*Report of machinery available for defense contracts*

Form CSES-130
(Rev. 3-26-41)

Name of firm ---------------------- Individual ------------------------
Address --------------------------- Title ----------------------------
City ------------------------------
Is firm interested in using idle machinery for defense subcontract work --------

| Number of machines | Type of machinery | Size | Idle hours per week | | | Maker's name and model No. | Is local labor available |
|---|---|---|---|---|---|---|---|
| | | | First shift | Second shift | Third shift | | |
| | | | | | | | |
| | | | | | | | |
| | | | | | | | |

Remarks: ------------------------------------------------------------

Date ---------- Reporting office ---------- Interviewer ---------------

## TESTIMONY OF NORRIS W. FORD—Resumed

Mr. CURTIS. How much subcontracting is being done in this State now?

Mr. FORD. Unfortunately, I can't tell you that. We haven't made a study to determine that. It would be difficult to get that answer. We have been at times supplied with information from some of our members concerning the amount of farming-out that they were doing. However, the figures haven't been at all uniform. For example some have been given on the basis of percentage and others on the basis of dollars and cents and it has been difficult to reconcile them.

The range is anywhere from 40 percent or slightly more down possibly to no farming-out at all. I recently read that the Office of Production Management is now requesting the 5,000 manufacturers with which it has prime contracts or with which the Government has prime contracts, to supply this particular information, and I think they will be able to obtain it more accurately than we would because there is a reluctance on the part of anyone not subcontracting to a very great extent to disclose the figures, even though it is not their fault. When I say it is not their fault I mean that the nature of their requirements is such that there just aren't the facilities available for doing it.

Mr. CURTIS. Do you find that primary contractors are unwilling to subcontract at a price that is satisfactory to the so-called small man?

### SUBCONTRACTING DONE AT PREMIUM

Mr. FORD. No; we don't; but there are practical difficulties there: For example, all of these prime contracts are awarded on a competitive basis, and the person who is awarded a prime contract has, naturally, figured the cost of all the components. I think it is generally agreed that it is almost impossible to find subcontractors that will do business for the same cost that the original prime contractor has figured; therefore, it is going to cost him a premium to subcontract the work, and it just depends on how much of a premium he can afford to pay and in fact, is willing to pay.

We have heard of instances where subcontracting has cost the prime contractor up to 50 percent above his return for that particular item, and in some instances they found such an operation profitable but generally speaking that is somewhat too high.

I recently heard Colonel Crawford, of the Boston ordnance district, say that he had been authorized to go around to prime contractors and offer them some additional amount provided they would subcontract a portion of their work. That seems to us to be a very satisfactory way to get at this problem of subcontracting.

### NO PREFERENCE FOR NONDEFENSE WORK

Mr. CURTIS. Does the small businessman seem to prefer to hold on to his nondefense business as long as possible?

Mr. FORD. No. Especially not in these times. I think the majority of them recognize that their only hope for continuing in business is to get into the Government program to some extent, particularly those that are working in metals.

Mr. CURTIS. Is that because of the priority question?

Mr. FORD. Generally speaking, it is. A good many of them are going to find it very difficult, although there is a great surplus of certain types of equipment in Connecticut, for instance, stampings and press work, and the people that have that type of equipment and are engaged in manufacturing of that character just cannot turn their plants over to defense work. They would like to, but it is not always possible.

Mr. CURTIS. Isn't it true that many of the subcontractors are not necessarily small concerns?

Mr. FORD. That is true. Some of the very largest ones that have prime contracts are also doing subcontract work.

Mr. CURTIS. And subcontracting does not necessarily mean decentralization?

Mr. FORD. No, sir.

Mr. CURTIS. That is all, Mr. Chairman.

The CHAIRMAN. Any questions, Mr. Sparkman?

### WHAT WILL HAPPEN WHEN IT'S OVER?

Mr. SPARKMAN. Mr. Chairman, I would like to ask just one general question. I doubt if I will get an answer to it, but I would like for these gentlemen to be thinking it over: What is going to happen to all these people that you are training in industry when this thing is over?

Mr. NICKERSON. I suppose it would be a difficult thing to get a concrete answer to that question, but I think the committee can rest assured that it will be the purpose of the Manufacturers Association of Connecticut to start even now working on the question and to keep it up because we would recognize it as being one of the most important questions that is before us.

Presumably we will have to backtrack to some degree as we have gone forward, but we should certainly think now and before the time comes, how we can overcome the difficulties which we encountered as a result of the last war.

I believe it is safe to say that in our opinion a great deal can be done so that we will not run into such effects as we had before. To answer that question more concretely, I think, would be quite difficult.

Mr. SPARKMAN. It is something which we will need to be thinking over because it is a matter of real concern to the entire country.

### VOLUNTARY SAVINGS PLAN

The CHAIRMAN. There was a witness this morning by the name of Mr. Robbins, who said there was a voluntary saving plan in some of the plants.

Of course these out-of-State migrants were unemployed, or they would not have come here. They are getting good wages and if some plan of voluntary savings could be introduced, under which a certain amount of money would be taken out of their wages every week or every month and deposited to their credit, so that at the end of this emergency they would have a few hundred dollars to hold them until the Government could get in shape some way or other, it might provide a real cushion against the after-effects of this emergency.

Mr. NICKERSON. That is right.

The CHAIRMAN. Because out of it they should save something, which would go a long way toward helping the Government get on its feet after this thing is over.

### COMMUNITIES SHOULD BAR EXPLOITATION

In addition to that, the communities where defense industries are located should see to it that these workers are not gouged in the matter of rent and other municipal services.

There has been an Executive order calling for a survey of public works to be carried on after the war is over, but so far there is no appropriation and we may not have any money at the end of the war with which to do it. This has been brought to my mind by Congressman Sparkman's question, which is right to the point.

### DISMISSAL WAGE

Do any of you gentlemen know about any plants in Connecticut where they have this so-called "dismissal wage," in which they add to the cost of production a certain amount and lay that aside so that in case of the discharge of employees or on account of the slackening of work, that money may be paid to an employee to tide him over until another position is secured? A witness testified to that at our hearing in San Diego, but I have never been able to find out anything about it.

Mr. SAMMIS. There has been some discussion of that, but I don't know of any place where it is in effect. Our legal restrictions are such that it is very difficult to do anything to help a man save except to preach to him. You can't make deductions for savings out of his pay even though he wants you to.

Mr. STOWELL. We are answering that by urging in most of the plants right now the purchase of bonds and saving stamps, but they buy those outright.

The CHAIRMAN. I am really amazed to see so little being done in that direction. However, you gentlemen and Dr. Pond here are alive to the situation and are trying, as we say, to form some cushion for the shock that is sure to come after this thing is over. Proper attention was not given to the problem during and after the World War, and we all know how long it took us to get over that.

I think, however, that the American people, the American employers and their workers are alive to the situation, as they should be, because nobody knows what the condition is going to be after this war is over. It can be just as serious as an attack on the country by a hostile nation.

### CAN'T TELL WHEN PEAK WILL COME

Mr. CURTIS. When will the peak of employment be reached in Connecticut under this defense program?

Mr. STOWELL. When the full impact of the defense program is felt in Connecticut, and it hasn't been felt yet. If you can give us the answer to that we will give you your answer. If we followed along the suggestions of Mr. Ford and got the plants fully manned, we could tell you very definitely.

Mr. CURTIS. You have no estimate of it? Perhaps I did not state my question properly. Do you feel, then, that Connecticut can and will do, say, twice as much as it is doing now in the way of employing people in defense industries?

Mr. FORD. That sounds rather vague. I doubt if it would go quite as high as that.

Mr. CURTIS. How much unemployment would there be in Connecticut if the defense program stopped abruptly now?

Mr. FORD. I don't think I could tell you. You mean how much of a decline there would be in employment?

Mr. CURTIS. Yes; how much of an unemployment problem would you have here in the State if this entire program ended right now?

Mr. FORD. I think some of these gentlemen would be able to answer that better than I.

### NO LET-UP OF HOUSING ACTIVITY

Mr. SAMMIS. I asked the question in Washington in connection with the housing requirements, and I was informed there would be no let-up after this war; that, having learned the lesson of the last war, we would have full, continuous operation of our industries after this war is over.

Mr. CURTIS. Who told you that?

Mr. SAMMIS. That came from one of the men in the Federal Works Agency. I put this question: I assume that perhaps we can work on a normal basis of one shift for the existing industries, but when it comes to working three shifts for the existing industrial capacity in the State of Connecticut, after the war is over I rather doubt the ability of any of us to provide that amount of employment. I do believe personally that after this effort is over, if it isn't chopped off on some predetermined date, and we are allowed to complete our defense orders, there will be some slack time, or at least operating time in which to get geared up again for private enterprise on perhaps our own products or on new developments. For that period, we can try to meet the curtailed needs of the public for consumer goods. In other words, people are going to go without a lot of things in the next year or two because they can't get them, and their wants are going to continue to increase; and that may provide at least a measure of industrial activity immediately following the cessation of defense orders.

How long that will continue, however, depends upon the ingenuity of industry in supplying public needs and the cooperation of the Federal Government in allowing the program to be fostered to the best advantage of the general public.

Mr. NICKERSON. If, as your chairman has suggested, the American public could see that it was right to save and sacrifice now, then when this thing comes about, as Mr. Sammis says, those savings and those sacrifices could be turned into proper and legitimate consumption spending, which would carry us beyond the time.

The CHAIRMAN. Thank you very much gentlemen. We still have four witnesses to be heard this afternoon. We have been discussing a subject on which we could spend days. I think you all appreciate that. But even in our limited time, you have given us a very valuable contribution, and we appreciate, Mr. Nickerson, your appearance before the committee, and the appearance of Dr. Pond and these other gentlemen. I know your testimony will furnish a valuable part of our record when the time comes for reporting to Congress.

Our next witness is Mr. Du Mond.

## TESTIMONY OF MIKE DU MOND, HARTFORD, CONN.

The Chairman. Mr. Du Mond, will you give your full name and address and state your present employment to the reporter?

Mr. Du Mond. My name is Mike Du Mond and I live at 22 Brooks Street, Hartford. I am employed in the Colt Arms Co.

The Chairman. That is an ammunition plant?

Mr. Du Mond. Yes, sir.

The Chairman. Are you a native of Hartford, Mr. Du Mond?

Mr. Du Mond. No, sir.

The Chairman. Where did you come from?

Mr. Du Mond. I operated a gun shop in Wisconsin.

The Chairman. Are you a native of Wisconsin?

Mr. Du Mond. No, sir.

The Chairman. Of what State are you a native?

Mr. Du Mond. Kansas.

The Chairman. How long did you live in Wisconsin?

Mr. Du Mond. I lived in Wisconsin since 1918.

The Chairman. What did you do prior to operating the gun shop?

Mr. Du Mond. I was a regular gun worker, machine worker in various places. I worked for a gun company in Milwaukee.

The Chairman. In other words you learned the business and then finally opened a shop of your own?

Mr. Du Mond. I more or less grew up in the business. My father was a gunsmith before me.

The Chairman. Now, tell us the circumstances under which you came to Hartford.

Mr. Du Mond. Well, I did considerable special barrel work for the Colt people, and as you probably know, we had until this—I don't know how it is out there now, but there has been a bad depression in the Middle West for the last 10 years. Well, my shop was small. I did all the work out there myself, with the exception of around deer season when I usually employed one or two helpers.

I had an opportunity to come to Hartford and work for the Colt people and they gave me an attractive proposition so I came down here.

The Chairman. You never had worked for them before, excepting for what work you did for them as you mentioned?

Mr. Du Mond. Special barrel work; no. I never worked for them before that.

The Chairman. How long have you been with them?

Mr. Du Mond. Since the 20th of August last year.

The Chairman. And what did they give you to start working for them?

Mr. Du Mond. I started at $40 a week.

The Chairman. Are you getting that now or have you had a raise?

Mr. Du Mond. I have had several raises.

The Chairman. Are you married?

Mr. Du Mond. Yes, sir.

The Chairman. Have you any children?

Mr. Du Mond. Two.

The Chairman. Did you bring them to Hartford with you?

Mr. Du Mond. No; I didn't. I couldn't find a place to put them.

The Chairman. But they are here now?

Mr. Du Mond. Yes, sir.

The Chairman. Tell us something about your experience in trying to find a place to live.

Mr. Du Mond. Well, I came to Hartford the 20th of August last year and I was here until about the middle of December. I can't tell you the exact time that passed before I found a place where I could bring my family. They came about that time, about the middle of December. I had an apartment for them here.

The Chairman. What were you paying for that apartment?

Mr. Du Mond. I paid $60 a month.

The Chairman. What did it consist of?

Mr. Du Mond. A room, one room with a bed and a bath and another small sort of—not exactly a room——

The Chairman. An alcove or something like that?

Mr. Du Mond. Yes; and there was a day bed in there and that is where I put the kids.

The Chairman. And for those accommodations you paid $60 a month?

Mr. Du Mond. That is right.

The Chairman. What about your meals?

Mr. Du Mond. I had to eat outside.

The Chairman. Your family took their meals outside?

Mr. Du Mond. Yes.

The Chairman. That made your living pretty costly, didn't it?

Mr. Du Mond. Extremely costly—too costly.

The Chairman. How long did you continue to live there?

Mr. Du Mond. I was there 6 weeks.

The Chairman. And then where did you go?

Mr. Du Mond. To this place where I am now, 22 Brooks Street.

The Chairman. In Hartford?

Mr. Du Mond. Yes, sir.

The Chairman. What kind of quarters do you have there?

Mr. Du Mond. Not so good; it is an attic apartment on the third floor.

The Chairman. How many rooms?

Mr. Du Mond. Well, there are four.

The Chairman. Do you have to heat it yourself?

Mr. Du Mond. Yes.

The Chairman. What do you pay for that?

Mr. Du Mond. $30 a month.

The Chairman. Do you have all conveniences?

Mr. Du Mond. No; there is no bath.

The Chairman. Have you tried to find a house?

Mr. Du Mond. I'll say I have.

The Chairman. Would you prefer to live in a house?

Mr. Du Mond. Absolutely, especially on the ground floor. There is no place for the children there, and it is rather difficult to keep children in a place like that.

The Chairman. No place for them to play?

Mr. Du Mond. That is right.

The Chairman. Have you given any thought to a trailer?

Mr. Du Mond. Yes, sir; that is where I met your representative from the committee, in a trailer camp.

The Chairman. You happened to be out in a trailer camp?

Mr. Du Mond. Yes; looking for a trailer.

The Chairman. And I suppose you found that a trailer would not be very attractive to you and your family?

Mr. Du Mond. It would be all right—I think we could live in a trailer all right, but I don't see my way clear to put $1,000 in a trailer when I own my own home in Wisconsin.

The Chairman. What are you doing with your home?

Mr. Du Mond. Nothing—there is nothing out there.

The Chairman. Not even renting it out?

Mr. Du Mond. No.

The Chairman. What did you do with your shop back there?

Mr. Du Mond. That is running now.

The Chairman. Who is running it?

Mr. Du Mond. A friend of mine.

The Chairman. Is he paying you rent?

Mr. Du Mond. He is paying me rent.

The Chairman. But your house is not occupied?

Mr. Du Mond. That is correct.

The Chairman. Have you tried to find a defense house—are there any defense houses completed here yet?

Mr. Du Mond. There wasn't the last time my wife was down there. There were some other houses but I couldn't get one because I made too much money. I think they are to be for people who make less than $25 a week, or some such figure as that, and I make over twice that much, so I couldn't get one.

The Chairman. So you don't know whether you would be able to qualify for a defense house under any circumstances?

Mr. Du Mond. No, sir; I don't know.

The Chairman. Are you saving any money, Mr. Du Mond?

Mr. Du Mond. Yes; otherwise I wouldn't be here.

The Chairman. You feel that the better pay you are getting here does serve to offset some of the disadvantages that you are having to put up with?

Mr. Du Mond. That is right.

The Chairman. And you are able to lay by at least a small nest egg?

Mr. Du Mond. Yes; but that is a question. I have to move by the 19th of July. That place is in liquidation, I understand, and so far I haven't been able to find a single thing to go to. If I have to pay $1,000 for a trailer, I can't see any point in doing that. It would cost me at least $1,000 if not more, to buy a trailer large enough to accommodate my family, due to the fact that I work nights and have to sleep days, and I work long hours. I work an average of 11 hours every night, and in the winter time we work 13, and it takes—I have to sleep, you know, and at the same time we must have a place for the children.

The Chairman. You say you work 11 hours at night?

Mr. Du Mond. I do now; yes, sir.

The Chairman. How many nights a week?

Mr. Du Mond. Five nights a week.

The Chairman. 55 hours a week?

Mr. Du Mond. That is right.

The Chairman. Mr. Du Mond, how large an apartment are you living in now?

Mr. Du Mond. Well, it is a peculiar apartment, you understand. The rooms aren't square. What I mean is the roof comes down and you can't utilize the entire room. For instance I bought a refrigerator and I couldn't find any place to put it. I can't put it in the corner of the room. It has to set in the middle of the room because the roof comes down at an angle at the corners of the room. There are probably only 4 feet between the roof and the floor at the corners and sides of the room. You have to walk through the center of the room.

The Chairman. How many families live in the apartment house?

Mr. Du Mond. Three.

The Chairman. What floor are you on?

Mr. Du Mond. The third.

The Chairman. Are there any fire escapes in the building?

Mr. Du Mond. No; there is a stairway. They don't need to be fire escapes. I think there are two stairways—one in the rear and one in the front.

The Chairman. That is all, Mr. Du Mond. We thank you very much and appreciate your coming here.

Our next witness is Dr. Osborn. Mr. Curtis will question you, Doctor.

## TESTIMONY OF DR. STANLEY H. OSBORN, STATE COMMISSIONER OF HEALTH, HARTFORD, CONN.

Mr. Curtis. Will you please state for the record your name, address, official title, and the organization which you represent?

Dr. Osborn. My name is Stanley H. Osborn.

Mr. Curtis. What official position do you hold, Dr. Osborn?

Dr. Osborn. State commissioner of health. I live in West Hartford.

Mr. Curtis. Dr. Osborn, I understand there have been about 107,000 migrants who have come into Connecticut in the past year. What medical assistance would be provided one of those migrants if he became ill here and without funds, not being a resident of the State of Connecticut?

Dr. Osborn. The State law provides that the town shall take care of all sick people who have no funds.

Mr. Curtis. Irrespective of residence?

Dr. Osborn. I couldn't reply to that. That would be under the welfare department.

Mr. Curtis. What is the extent of the hospital facilities in Hartford? How many beds do you have here?

Dr. Osborn. That could be determined by looking at the hospital number of the Journal of the American Medical Association in each State. I haven't that figure with me.

Mr. Curtis. What is the approximate population of East and West Hartford?

Dr. Osborn. East Hartford has an estimated population as of the 1st of July of last year of 18,652, and West Hartford, 33,943.

Mr. Curtis. Which city was it that was affected so seriously by the floods in 1936 and 1938?

Dr. Osborn. Of those two cities East Hartford was the one that suffered the more.

Mr. Curtis. Were you able to provide all the necessary hospital facilities at that time?

Dr. Osborn. Yes, sir.

### PREPAREDNESS AGAINST EPIDEMICS

Mr. Curtis. What provisions does your health department have for handling epidemics in time of floods or other emergencies? Just answer it in your own way. I realize my question is not too well put.

Dr. Osborn. We had all the facilities we needed in 1936 at the time of the flood. In 1938 we had the hurricane and the flood which came the same week, and we did everything that we felt should be done. Of course our work and the aid we gave was supplemented by the work of the town health officers and personnel of those towns.

Mr. Curtis. The committee has been informed that three populated wards of New Haven are without any sewerage lines; is that true?

Dr. Osborn. Three wards of New Haven are without sewer lines. The wards and their population according to the 1940 census are as follows: Ward 31, 3,682; Ward 32, 5,340; Ward 33, 2,572, a total population of 11,594.

New Haven city has requested a project under the Lanham Act for sewers and treatment plants for these three wards, which are in the eastern part of New Haven. A hearing was held under PWA in New Haven on July 18, 1941, on this matter, and the estimated cost of the project was given as three and one-half million dollars for sewers and sewage treatment.

Mr. Curtis. Do you have any papers or statement that you would like to submit at this time?

Dr. Osborn. I have submitted one to the committee. I presume you gentlemen got copies.

(The statement referred to above is as follows:)

## STATEMENT BY DR. STANLEY H. OSBORN, COMMISSIONER OF HEALTH, CONNECTICUT STATE DEPARTMENT OF HEALTH

### SPACE FACILITIES

The present space facilities consist of the following square footage:

| | *Square feet* |
|---|---|
| State Office Building: | |
| Third floor | 10, 192 |
| Second floor | 414 |
| Ground floor (stock room) | 1, 320 |
| Ground floor (active storage) | 648 |
| Subbasement (dead storage) | 720 |
| 1179 Main Street, laboratories (3d, 4th floors) | 17, 150 |
| 1179 Main Street, Bureau of Industrial Hygiene (5th, 6th floors) | 2, 100 |
| 410 Capitol Avenue, department garage | 3, 000 |
| Totals: | |
| State Office Building | 13, 294 |
| 1179 Main Street | 19, 250 |
| Garage, 410 Capitol Avenue | 3, 000 |
| Total square footage | 35, 544 |

It is estimated that at least 4,000 additional square feet of space, located preferably in the State Office Building, is necessary for convenient and efficient operation of the State department of health. The public health council of this department recommended in the 1941 budget, and in others during past years, that a building be erected to provide quarters for the entire State department of health for as indicated above the bureau of laboratories and the bureau of industrial hygiene of this department are located at 1179 Main Street, Hartford, which is obviously not a convenient arrangement and involves lost time in commuting back and forth. It was suggested that such proposed building be located preferably within a block of the State Office Building to facilitate cooperative activities with other State departments. It was requested that parking space be provided for at least 40 automobiles, for State cars assigned to department personnel and for visitors to this department. It was requested that the building and appurtenances be such as to provide for expansion should the occasion arise.

### PERSONNEL

At the present time there are 194 permanent employees of this department, 6 of whom are part-time (orthopedic surgeons receiving $100 per month for attendance at crippled children clinics and necessary treatment of children).

They are divided as follows:

| | |
|---|---|
| Male | 64 |
| Female | 130 |
| Total | 194 |

Classifications appear as follows:

*Employees of State department of health according to classification*

| | |
|---|---|
| *Public health physicians or specialists (including six orthopedic surgeons, part-time) | 20 |
| *Public health nurses | 19 |
| Dentist | 1 |
| Dental hygienists | 5 |
| *Sanitary engineers | 8 |
| *Industrial hygienists | 3 |
| *Industrial engineers | 4 |
| Sanitary inspectors | 2 |
| Psychologist | 1 |
| *Mental hygienists (psychiatric social workers) | 4 |
| Medical social workers | 3 |
| *Physiotherapy technicians | 2 |
| Drug inspector | 1 |
| Nutritionists | 1½* |
| Public health educationists | 1½* |
| Inspectors (hairdressing and cosmetology) | 2 |
| Chemist and bacteriologist | 3 |
| Chemists | 4 |
| *Serologists | 3 |
| Microbiologists | 10 |
| Laboratory technicians | 9 |
| Laboratory helpers | 7 |
| Business manager | 1 |
| Executive assistant | 1 |
| Statisticians | 3 |
| Librarian | 1 |
| Stenographers | 50 |
| Clerks and typists | 16 |
| Key-punch operators | 4 |
| Junior messenger | 1 |
| Mechanics (garage) | 3 |
| Total | 194 |

In addition there are 12 temporary workers in the department at present, 10 of which are clerical, 1 microbiologist and 1 serologist.

**Potential supply*.—The filling of positions in the classifications marked "*" has been found difficult and the personnel department has been unable to maintain a waiting list of trained and experienced workers eligible for these positions. It has been found necessary in some cases to secure such personnel on a provisional basis pending examination by the personnel department under the provisions of the merit system now in effect but this has been found unsatisfactory in many cases because few people wish to accept positions on such an indefinite basis.

It might be mentioned that the United States Public Health Service has available a list of public health physicians, public health nurses and sanitary engineers who might be assigned to States particularly in defense areas and this department has requested assignment of one physician (industrial), one engineer (industrial) and one sanitary engineer. Salaries of these men will be paid by the United States Public Health Service and they are loaned to the department.

Several (approximately 28) of the men in this department fall within the draft age or are in the Reserve Corps. Efforts have been made by State health officers through the Conference of State and Territorial Health Officers to defer key people, and this matter has been taken up with the Surgeons General of the United States Public Health Service, the Army and the Navy. This department has requested deferment of the following key people—that is, we have requested that those holding such positions be placed on the deferred list, when necessary;

*Key persons essential to maintenance of Connecticut State Department of Health who are enrolled in the Officers' Reserve Corps, and First Reserve, Red Cross Nurses*

| | |
|---|---|
| Associate sanitary engineer (direct supervision of water supplies) | 1 |
| Chief chemist (Bureau of Laboratories) | 1 |
| Chief, division of dental hygiene (only one in direct charge of dental hygiene activities) | 1 |
| Chief, Division of Local Health Administration (immediate control and supervision of local health departments) | 1 |

Note.—Since this list was requested, the position of chief of the division of local health administration has been vacated and has not yet been filled.

| | |
|---|---|
| Public health nurses | 5 |

(All five are either specially trained for a specific branch of the nursing service offered by this department or are the principal supervising public health nurses in their respective fields.)

Under the provisions of the merit system appointing authorities of State departments are permitted to recruit substitutes for those called to military duty outside the eligible lists for the duration of military leave of the incumbent where there is no eligible list available. This will facilitate the temporary filling of such vacancies, for should it be necessary to await an examination for the filling of a vacancy for 1 year, it would be practically impossible to secure such employees.

### APPROPRIATIONS (AVAILABLE FUNDS FROM STATE AND FEDERAL SOURCES)

A total State budget of $506,744 and an appropriation from Federal sources of $345,410 is available for the fiscal period July 1, 1941—June 30, 1942 divided as indicated in the following table:

*Total funds available for use by Connecticut State Department of Health, 1941–42*

| | |
|---|---|
| State appropriation, July 1, 1941 to June 30, 1942 | $450, 749 |
| Cancer (special act, 1941–43, 2 years) | 50, 000 |
| Special contingent fund | 10 |
| Prenatal funds (for laboratory blood test) | 5, 985 |
| Total State funds | 506, 744 |

### Federal Funds (All Funds Estimated)

#### CHILDREN'S BUREAU

| | |
|---|---|
| Maternal and child health fund A (matched) | $48, 029 |
| Maternal and child health fund B (unmatched) | 20, 000 |
| Crippled children fund A (matched) | 60, 000 |
| Crippled children fund B (unmatched) | 25, 490 |
| U. S. Public Health Service | 100, 465 |
| Venereal disease control | 48, 980 |
| Local Health Departments: | |
| U. S. Public Health Service Social Security Act title VI | 31, 226 |
| U. S. Public Health Service venereal disease control | 11, 220 |
| Total | 345, 410 |
| Grand total Federal and State funds 1941–42 | 852, 154 |

## THE WATER SUPPLY OF CONNECTICUT

The urban character of Connecticut's population is reflected in the fact that about 90 percent of the people of the State are furnished with water from the 109 public water systems within our borders. These supply 202 communities representing an approximate population of 1,511,600. Of the 109 systems, 86 are privately owned and supply water to approximately 772,500 persons. The remaining 23 systems are under direct public ownership and control. Details as to the ownership of each supply, the communities served, the population served, and the methods of treatment may be found in the annual reports of the State department of health. The annual reports of the public utilities commission also contain considerable information about various water-supply systems in the State A map showing the sources of Connecticut's water supplies is appended. A rough estimate shows that about 31.4 percent of that portion of the State population served by public water systems receives water that is filtered, and about 79.4 percent receives water that is chlorinated. These figures correspond to approximately 27.9 and 70.6 percent of the population of the State, respectively. Only 1.3 percent of the population, supplied by public water systems, receives surface water that is neither chlorinated nor filtered.

### DEVELOPMENT OF CONNECTICUT'S WATER SUPPLIES

The first public water supply system in Connecticut was developed in Durham in 1798. Increase in the number of public water supplies was slow until about the time of the Civil War. From then on, the growth was rapid. The term "public water supply" as used in this discussion refers to supplies which are furnished to the general public, regardless of whether the ownership is public or private. The largest town in the State without a public water supply now is the town of Montville, with a 1940 census population of 4,128. Niantic (in East Lyme) and East Hampton are among a few sizeable communities where public water supply systems have been considered but not built. There still remains some field for new public water distribution systems in the State, although the only towns with a population of over 3,000 without a public water supply are East Lyme and Montville, and there are only 7 towns with a population of over 2,000 which are without any public water supply. In most of these smaller towns, the population is scattered over a considerable area, sometimes including 2 or 3 well-separated little villages.

### SOURCES OF WATER SUPPLIES

All of Connecticut's larger water supplies are obtained from surface sources. Of the 109 public water supplies, the sources of 69 are from lakes, impounded reservoirs or streams; 32 are from wells or springs; and 8 are from both surface and ground water sources. The largest ground water systems in constant use in the State are the dug well supplies of the Watertown Fire District (estimated population served, 3,000), the Masonvill Spring Water Co. in Grosvenordale (estimated population served, 3,000), and the spring supply of the Connecticut Light & Power in Thompsonville (estimated population served, 11,000). New Britain has a large auxiliary shallow well supply at White's Bridge which is in the nature of a filter gallery. Several of our large State institutions have well systems, such as the University of Connecticut, Mansfield State Training School, Fairfield State Hospital, and Southbury State Training School. All of these institutional supplies are dug, driven, or gravel packed wells, ranging from 25 to about 60 feet in depth, securing water from gravel or sand. At the new Army air base at Windsor Locks gravel packed wells are being developed for the source of water supply. A few small communities such as Suffield, Broad Brook, and Hazardville derive their supplies from drilled wells in rock, usually ranging from 100 to 200 feet in depth. Two hundred feet is the usual maximum depth of drilled wells in Connecticut.

### QUALITY OF CONNECTICUT'S WATER SUPPLIES

Connecticut is very fortunately situated with regard to its available water supplies. Most of our large cities and towns are located along the shore or in the valleys of our larger reservoirs and it has been possible to shun the use of waters polluted by these same communities and secure water, frequently by gravity, from relatively clean upland areas. There are no sewerage systems in Connecticut discharging into tributaries of public water supplies.

Connecticut's public water supplies are of good sanitary quality. They meet the United States bacteriological standards of quality for waters used for interstate carriers. Except for the few supplies obtained from drilled wells in some of the smaller communities, the water supplies are soft. The color is generally low, ranging from 0 to 20 parts per million. In some cases where color from swampy areas has been troublesome, rapid sand filters have been installed. Most of the supplies are of good physical quality without objectionable taste and odor. The few remaining instances of supplies showing noticeable tastes due to algal growths or similar causes are being rapidly reduced in number by installation of filtration plants. The hardness of supplies is usually under 50 parts per million.

### WATER SUPPLY ADEQUACY

Inasmuch as most of our Connecticut population is dependent upon public surface water supplies, the adequacy of such supplies and computations and estimates as to adequacy based on rainfall and run-off are highly important considerations to water supply officials and also to the State health department. The State department of health has made yield estimates of every public water supply in the State, either in cooperation with local water officials or independently. These estimates have been of great value in predicting future shortage and in some instances in the past few years, exhaustion of public water supplies was predicted and warned against in advance. By and large, the local officials in charge of our Connecticut public water supplies have acted wisely and well in planning against future shortages. Some of the steps undertaken in recent years have been entirely upon local initiative, such as the developments to increase the sources of supply in Bridgeport, Hartford, Waterbury, New Haven, and Stamford, to mention only a few of the larger supplies. Others have been taken as a result of adoption of recommendations by the State department of health or by consulting engineers called in on various water supply problems, or have been forced by actual shortage. Among improvements in the latter group may be mentioned the enlargement of the Norwich, Danbury, and Torrington water supplies, connections between Bridgeport, Shelton, and Derby, connections between Greenwich and Stamford, construction of auxiliary well supplies in Lakeville and Jewett City and connections between Hartford and East Hartford, Unionville and Farmington.

No attempt has been made to make a complete list of recent water supply adequacy improvements, as such a list would be long. These improvements are of the following types: Development of new watersheds; addition to storage on existing watersheds; construction of auxiliary well supplies; connections with near-by systems; and mettering and waste elimination programs to reduce consumption.

A question has been asked as to the amount of water supply available for present population needs and the maximum population that can be supplied from the existing sources. It is somewhat difficult to answer this question unless each supply is discussed separately. However, as a matter of general information, a tabulation has been made of the 38 larger supplies in the State which include all of the defense and large industrial areas. These systems furnish water to a population of approximately 1,443,000 persons. Daily total consumption is in the neighborhood of 148,830,000 gallons. The estimated safe yields of these supplies, based on rainfall records in the past, indicate that at the same per capita consumption rate as evidenced by these figures (103.1 gallons per capita per day), the supplies grouped together would be capable of furnishing water to 2,315,000 persons. This means that as a whole, based on all existing rainfall records back for a great many years, the water supplies of the State are adequate. It must be borne in mind, however, that such total figures must be viewed only as of general information because the question of distribution of population and possibilities of getting water from one section of the State to another are controlling. It might be stated that the yield figures quoted above do not include supplies which will soon be added to the systems of Bridgeport and Hartford.

The principal problems facing Connecticut's cities and towns at the present time are in connection with distribution from the source. Some of the more important projects receiving consideration in the State are as follows:

### EAST HARTFORD

The water supply at East Hartford has recently been taken over by the metropolitan district. The East Hartford water supply has been inadequate both as to the sizes of distribution pipes and the yield of sources of supply. The supply is augmented by a connection with the Hartford metropolitan district, which at the beginning of this year took over the management of the East Hartford system, East Hartford having joined |the Hartford metroplitan district. Steps are now being completed, whereby the East Hartford system is being reinforced by additional and larger connections with the Hartford system. This should overcome the difficulties that have been experienced by many of the citizens of East Hartford, especially due to the draft of a large plant manufacturing defense equipment. There are still some problems of pressure in the outlying sections, but these are being rapidly taken care of by the metropolitan district. The tremendously increased draft upon the Hartford supply has overtaxed the capacity of the municipal slow sand filters and despite a recent enlargment of the plant, peak drafts may continue to overtax the filter plant somewhat. However, this has been offset by the installation of additional chlorinating equipment so that safe water of good physical quality can continue to be supplied in ample quantities for future needs.

### WATERBURY

The city of Waterbury has a sufficient supply of water for immediate needs, but the system is very much weakened by the fact that only one supply main exists to carry water from its main source of supply and this pipe line extends for a distance of about 10 miles. The city is now working on plans to construct a new pipe line. Also, the city is working on plans to build a large new reservoir which is needed to increase the source of supply for the future. The improvements in Waterbury will be taken in the following order:

First, construction of a new pipe line which should get under way immediately, with pumping arrangements to get water into this pipe line which will be at a higher elevation than the present supply line; and

Second, the construction of the new reservoir.

### GROTON

The source of supply of Groton is estimated to be adequate for present demands although a large increased draft in the future might bring about the need for increasing the source of supply. The Borough of Groton has investigated the development of an increased supply and has had a report prepared by competent consulting engineers. At the present time, housing projects in the outlying sections of Groton are pressing beyond the adequacy of the sizes of the pipes in the distribution system. Studies have been made which indicate the need for an additional large distribution reservoir, probably of about 1,000,000 gallons capacity in the northerly part of Groton, with connecting pipe lines. The borough has not felt that this expense should be undertaken inasmuch as the need is being brought about entirely by defense projects.

### NORWICH

The Norwich water supply is safe but of rather poor physical quality at times, due to the presence of objectionable color and taste. Present plans contemplate the building of a new filtration plant at Deep River and raising of the Deep River Dam which would improve the physical quality and add to the safe yield for the future, although there is now no pressing problem of water supply adequacy. The extension of a pipe line from the Norwich State Hospital to the submarine base north of Groton has been discussed inasmuch as this would give the submarine base an entirely independent source of water. The distance is about 7 miles.

### NEW LONDON

The sources of supply of the city of New London appear adequate for the present needs, although at times the pressures in certain parts of the city are low. The city has had studies made by consulting engineers who have recommended the combining of the high- and low-pressure areas of the city into one high-pressure area, which will necessitate pumping and additional pipe lines.

### NEW BRITAIN

The large demand of industries for water in the city produces peak loads at the municipal filtration plant and presents a serious draft upon the existing sources of supply. The city is working on plans to provide increased yield from an auxiliary well supply.

### WATER-SUPPLY PLANNING

In connection with future water-supply planning, the State department of health with the valuable cooperation of Connecticut waterworks officials has for some little time been engaged in studies of future plans for our public water supplies. These studies have been carried out by a sanitary engineer of the department assigned to the work. In the case of each city and town, with or without a present public water supply, future populations have been estimated up to the year 2000, per capita consumption with possible future increases have been predicted, present water supply safe yields have been matched against estimated future consumption and possible supplies have been considered for the future. The information thus made available, some of which represents intensive studies by water officials and some of which is only preliminary, is of great value in connection with furnishing allocating advice as to future water supplies. Further extensions of these studies are contemplated.

At the 1935 session of the Connecticut General Assembly, section 2529 of the general statutes was amended by section 997c of the cumulative supplement to provide that not only should the State department of health approve new water supply systems but also that the department should act in an advisory capacity to communities and to the general assembly with regard to new proposed water-supply allocations. This represents a step forward in water-supply planning. This act reads as follows:

*Section 997c statement of water supply.*—Each person, firm, or corporation supplying water to the public shall, on request, furnish the State department of health with all reasonable information regarding its waterworks and the source from which its supply of water is derived. No system of water supply owned or used by such municipal or private corporation or individual shall be constructed until the plans therefor shall have been submitted to and approved by said department. The State department of health shall consult with and advise any municipality or private corporation or individual having or desiring to have any system of public water supply as to proposed sources of water supply and methods of assuring their purity. Each petition to the general assembly for authority to develop or introduce any system of public water supply shall be accompanied by a copy of the recommendation and advice of said department thereon.

In some States elaborate machinery to control water supply planning has already been set up. In Connecticut, the need for this has not yet shown itself to be acute in the public water supply field, due in large measure to far-sighted policies developed for the future of our large public water supply systems, accompanied to some extent by fairly effective planning by water works managements of smaller supplies. The future will undoubtedly see more and more development of metropolitan water supply systems which will tend to take in the great bulk of the population in a State of as small an area as Connecticut. Bridgeport, Hartford, and New Haven now supply water to all or part of 32 towns out of a total of 169 towns in the State, including emergency connections not continually used. These three systems with existing emergency connections can now supply water to 713,000 persons or 42 percent of the 1940 population of the State. When we consider the probable use of a virtually unlimited supply of water (for domestic use) from the Housatonic River as a future water supply for Fairfield County and possibly part of New Haven County, and present developments completed or under way in Hartford, New Haven, Bridgeport, and Waterbury, public water supply demands for the State as a whole are projected a long way into the future. However, water supply planning must be continued and extended. It is obvious, too, that other factors than potable water supply needs exist in the field of water resources, such as water power, recreational developments, industrial use and flood control.

### STATE SUPERVISION OF WATER SUPPLIES

The laws of Connecticut (see sections 2528, 2529, amended by section 997c of the cumulative supplement, and 2530 of the general statutes, revision of 1930) delegate to the State department of health the general sanitary supervision of public water supplies. This work is carried on in cooperation with local agencies who must furnish detailed supervision.

The consultation service and field work carried on by the department through its bureau of sanitary engineering consist of: (1) periodic check-ups at approximately annual intervals of sanitary conditions at each house on each public water supply drainage area in the State, (2) regular inspections of chlorination and filtration plants installed as safeguards on many water systems, (3) consultations with water supply officials as to protective measures which may be undertaken, (4) occasional collection of samples for bacteriological analyses secured from distribution systems, (5) regular inspections of all approved check-valve installations existing on cross connections between public water supply systems and unapproved private water supplies to see that no polluted water reaches the mains, such inspections being made at least every 4 months, (6) investigations of complaints as to tastes and odor from water, (7) approval of new sources of public water supply and approval of plans for new treatment works, (8) consultation with any municipality or private corporation or individual having or desiring to have any system or public water supply as to proposed sources of supply and methods of assuring their purity, and (9) reports to the general assembly on any petition to develop or introduce any system of water supply.

In addition, arrangements are made by the bureau of sanitary engineering whereby samples for chemical and bacteriological analysis are forwarded by water officials to the bureau of laboratories of the State department of health at regular intervals, usually every 1 to 3 months. The laboratories, also, of course, examine samples of water brought in by the members of the bureau of sanitary engineering and local health officers.

Watershed sanitation is considered of the utmost importance in Connecticut where reliance is placed on clean watersheds as a measure of first-line defense against water-borne disease. Certain State laws prohibit pollution of water supplies and sanitary code regulations apply to cleanliness of properties on public watersheds.

### WATERWORKS DEFENSE ACTIVITIES

The Connecticut Water Works Association has appointed a committee on waterworks defense. The director of the bureau of sanitary engineering of the State department of health is a member of this committee. The committee has been working closely with the State department of health and the public utilities commission on matters of defense preparedness. The State department of health has been working with the water superintendents on consideration of use of emergency sources of supply and emergency water treatment and is acting as an agency to maintain a central inventory of waterworks equipment in the State. The waterworks managements, public and private, are submitting to the State department of health on inventory sheets a complete list of pipe, valves, hydrants, sleeves, and other fittings, and the department intends, in case of emergency, to use this information when needed. The public utilities commission has discussed with the waterworks managements questions of fencing, flood lighting of structures, patrol, etc. The committee of the Connecticut Water Works Association has met with the State commissioner of police and has sent out bulletins to all of the waterworks superintendents. The State department of health has assisted. The committee consists of representatives of water companies or departments in the following communities: Hartford, New Haven, Bridgeport, Waterbury, Stamford, Groton, Ansonia, and Bristol, in addition to the representative of the State department of health. The chairman of the committee is Mr. G. E. Lourie, superintendent of the Bristol Water Department. The president of the Connecticut Water Works Association is Mr. D. C. Warner, vice president of the Bridgeport Hydraulic Co. While shipment of materials for waterworks has been delayed, no serious emergencies have yet arisen. The question of priority of waterworks materials in emergencies is, of course, important.

## SEWAGE DISPOSAL IN CONNECTICUT

It is estimated that approximately 70 percent of the population of the State is served by public sewers. About 90 percent of the population of the State is served by public water supplies. In almost all cases, the population represented in this 90 percent has water-flush toilets, which means that at least 20 percent of the population (difference between 90 and 70 above) is served by private water carriage sewage disposal systems, usually consisting of septic tanks, cesspools, and tile fields. The figure of 20 percent, however, is not correct because many persons without public water supply have private wells and pressure systems. In order to make a better estimate, the department has reviewed the data available from house inspections of sewage disposal in rural areas on public watersheds outside of the limits of public water supply pipes. This reveals that less than 40 percent of the population in these areas are probably still being served with privies and the number is decreasing each year. On the basis of these figures it might be estimated that not more than 7 or 8 percent of the population of the State is served by privies, but even these figures are probably high and 5 percent might be a closer figure.

### SEWAGE DISPOSAL IN THE STATE

None of the public sewerage systems in Connecticut discharge into any streams tributary to any water supplies. The principal health considerations of sewage disposal are possible adverse effects on bathing places, particularly along the shore of Long Island Sound, the pollution of shellfish areas, and the creation of odor nuisances or possible avenues of fly-borne infection from larger sewage discharges. There are also other considerations having to do with destruction of fish life, usability of water for industrial purposes, and usability of water for boating and recreation.

### STATE LAWS RELATING TO WATER POLLUTION

The Connecticut State statutes provide that the State department of health may order conditions corrected in the case of discharge of sewage where it can be shown there is a public health menace. The department is also authorized to approve plans for new treatment plants and approve the qualifications of operators of treatment plants. The department may order treatment plants enlarged or altered when such changes are necessary for the protection of the public health. Also, the State water commission is authorized by State law to issue orders to correct pollution from domestic sewage or industrial wastes.

### METHODS OF TREATMENT EMPLOYED

About 72 percent of the sewered population in the State is served by some method of treatment. Approximately 13 percent of the sewered population is served by fine screens; 63 percent by sedimentation; 6 percent by chemical precipitation; 8 percent by sand filters; 0.3 percent by activated sludge treatment; 2 percent by trickling filters; and 27 percent by chlorination.

It is seen that sedimentation is the most commonly used method of treatment. Along the shore, chlorination is required in the summer months. In the case of discharge of sewage effluents into large inland watercourses such as the Connecticut River, sedimentation is the method of treatment employed. Where sewage discharge is into small inland streams with relatively little dilution, some kind of secondary treatment such as chemical precipitation, activated sludge, or filtration through trickling filters or sand filters is employed.

By and large, most of Connecticut's communities have installed sewage treatment. The principal exception is in the valley of the Naugatuck River, a highly industrialized valley. Preliminary studies, however, have recently been undertaken by various communities along the Naugatuck River. In the past 10 years, a great many municipal sewage treatment plants have been built in the State. Among the larger cities and towns where completely new plants have been built or old plants have been modernized are: Greenwich, Darien, Norwalk, New Canaan, Milford, West Haven, New Haven, New London, Norwich, Putnam, Manchester, Hartford, Middletown, Meriden, New Britain, Enfield, Torrington, Danbury, and Wallingford. The city of Bridgeport now has a large plant under construction. The city of Stamford has recently employed a consulting engineering firm to draw up plans and specifications for a new plant.

### CONNECTICUT SHORE

Along the Connecticut shore, aside from improvements being undertaken in Stamford and Bridgeport, a new sewage treatment plant is needed in Groton and there are a few other small communities which now do not have public sewerage systems, such as Westport, Fairfield, Mystic, Stonington, and Pawcatuck. There is also a considerable area in the easterly part of New Haven where public sewers are needed to better sanitary conditions. Two sizable sewer outlets there must eventually be picked up and provided with treatment such as is now afforded for most of the city's sewage. There is a need for enlargement of the sewage plant in Stratford. New London has recently constructed a modern sewage treatment plant of ample capacity to handle the sewage of the city but there is need for an intercepting sewer to carry to the plant a considerable volume of sewage that is now reaching New London Harbor without treatment.

### HOUSATONIC RIVER VALLEY

The condition of the Still River has been greatly improved by the new sewage treatment plant in Danbury. Improvement is needed along the Naugatuck River. The only large Connecticut community on the main Housatonic River is New Milford where sewage treatment has been recommended and preliminary engineering studies have been made.

### CONNECTICUT RIVER VALLEY

In the Connecticut River Valley a great deal of progress has been made. The only large remaining community discharging untreated sewage is East Hartford and plans for treatment are being considered by the metropolitan district, which has recently been extended to include East Hartford.

### THAMES RIVER VALLEY

In the Thames River Valley, the dilution is large so that conditions have not been acute although sewage treatment has been recommended in a number of communities, the largest of which is Norwich. Norwich has recently installed a treatment plant to handle a considerable amount of sewage and has an expensive job ahead to pick up a large number of remaining outlets. In the upper part of the watershed, Putnam has built a sewage treatment plant.

### DEFICIENCY OF RAINFALL IN 1941

It is to be noted that up to the time of writing this memorandum, the rainfall in Connecticut in 1941 has been very deficient. For example, in Hartford the rainfall since the beginning of December 1940 has been deficient every month. The rainfall from December 1, 1940, to May 31, 1941, was 13.09 inches, which represents a deficiency from normal for these 6 months of 9.51 inches. This means that unless rain relieves the situation, we will experience extremely low stream flows this summer and fall, which will, of course, afford less diluting water for discharges of sewage and sewage effluents. This may in some cases aggravate any nuisance conditions which may exist. No adverse effects are expected in the case of our larger public water supplies. If the deficiency of rainfall should keep up, of course, there might be some adverse effect on some smaller supplies.[1]

### DEFENSE AS AFFECTS OPERATION OF SEWERAGE SYSTEMS

The State department of health has considered possibilities of emergencies arising from damage to public sewers. This was discussed at a conference of sewage treatment plant operators recently. Because of the fact that there are no sewerage systems discharging into public water supplies, the conditions are not so serious in Connecticut as might be the case elsewhere. Also, Connecticut is fortunate in having only two sewage-pumping stations on public watersheds and neither of these are of strategic importance in that one is on an auxiliary watershed which could be abandoned if necessary, and the other is a small station in the upper reaches of a large watershed where the water is treated by rapid sand filtration and chlorination.

### MATERIALS FOR NEW SEWERS

As yet, no acute situation has arisen due to lack of materials for construction of sewers. It is, of course, important that such materials receive priority in the case of defense housing.

## Water and Sewerage Facilities for New Housing Developments

The State department of health has had numerous consultations with the Federal authorities with regard to sewerage facilities for new housing developments. Fortunately, all large housing developments so far contemplated are within reach of public water distribution systems. This will probably be the case for the most part in the future although there is one small development contemplated in Litchfield County where a new well supply may have to be constructed. Many of the housing sites have been located outside of the limits of existing public sewerage systems. This means that in order to take care of the serwerage needs, either (1) public sewers must be extended; or (2) new sewerage systems and central disposal plants must be built; or (3) individual subsurface sewage disposal systems for each residence must be installed.

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[1] Since this was dictated, 2.70 inches of rainfall occurred in Hartford during the first few days of June and similar rainfall was experienced over the State. This is a material aid.

Effort has been made where possible to get the public sewers extended and this has been possible for many of the developments. However, in the case of some of the housing developments such as two of the Groton projects, it has been necessary for the Federal Government to draw up plans for sewers and build central disposal plants for the projects. This has been true especially where the soil conditions are poor for absorbing septic tank overflows. In the case of one development undertaken by the United States Navy in Groton, individual subsurface disposal systems were installed, consisting of septic tanks and tile fields, and the State department of health cooperated in reviewing the detailed plans. Groton, being a small community, has probably felt the impact of defense housing, as related to sewerage conditions, more than any other Connecticut community. Groton's sewer collecting system is not extensive and the borough needs new collecting sewers as well as sewage treatment facilities.

Elsewhere in the State, the additional sewage from defense housing has not created a serious overload on existing sewerage systems or sewage-treatment plants, although the situation will bear watching.

In the case of the more recent housing developments, the housing engineer of the State department of health is making a strenuous effort to keep in contact with the housing developments and where possible, to advise as to the suitability of sites from the standpoint of sewage disposal. Soil tests have been made in many instances to determine the character of the underlying soil where individual water carriage sewage disposal systems are to be installed. Conferences have also been held with local officials about sewer extensions in order to promote such extensions where possible.

## POPULATION OF CONNECTICUT AND METHODS OF ESTIMATION

The arithmetic method of estimating populations, determined by the difference between the censuses of 1920 and 1930, reduced to an annual increment, yielded the following estimates for the years 1935–39:

*Estimated population (arithmetic method), State of Connecticut*

| Year: | Population |
|---|---|
| 1935 | 1, 722, 797 |
| 1936 | 1, 744, 872 |
| 1937 | 1, 766, 947 |
| 1938 | 1, 789, 022 |
| 1939 | 1, 811, 097 |

These populations increase by the constant difference of 22,075.

The actual census of 1940, as of April 1, was 1,709,242. Correcting this for midyear adjustment, gives the 1940 census as of July 1, 1940, 1,711,800.

The annual increase between the censuses of 1930 and 1940 is 10,234 (compare with increase of 22,075 between census of 1930 and census of 1920).

The estimated population for 1941 based on the censuses of 1940 and 1930 is 1,722,034. The 1935 estimate, based on the censuses of 1930 and 1920 is 1,722,797.

### TAX METHOD OF ESTIMATING POPULATION

A method of estimating populations may be designed from the so-called old-age assistance tax. Each town must count all persons between the ages of 21 and 60 on October 1 of each year. If the percentage proportion of persons between 21 and 60 is known for each town from a previous census, an estimate of the population may be made, on the assumption that there has been no change in the age grouping since the census and that the count is complete.

Using this method, the following may be listed as estimated population.

*Estimated population (old-age tax method), State of Connecticut*

| Year: | *Population* |
|---|---|
| 1936 | 1,720,902 |
| 1937 | 1,761,162 |
| 1938 | 1,782,303 |
| 1939 | 1,802,727 |

DISCUSSION

Tabulating the arithmetic and old-age-tax methods gives the following for the State estimates:

| Year | Old-age tax | Arithmetic method |
|---|---|---|
| 1936 | 1,720,902 | 1,744,872 |
| 1937 | 1,761,162 | 1,766,947 |
| 1938 | 1,782,303 | 1,789,022 |
| 1939 | 1,802,727 | 1,811,097 |

NOTE.—Census of 1940, corrected to July 1, 1940, 1,711,800.

In arriving at the estimated population by means of the old-age-tax method, the list of any year is used as the basis for the estimate for the next year; namely, the list for 1935 was used for estimating the population as of 1936; the reason for this being the fact that the tax lists are revised from time to time, additions being received after the close of the calendar year.

COMPARISON OF METHODS

It is evident that the arithmetic and the old-age-tax methods do not give satisfactory results in estimating populations, both methods apparently overestimating the population. However, when the percentage proportions of persons between 21 and 60 years of age are available for each town in the census of 1940, it may be quite possible by a combination of average percentages to effect a better reconciliation with the actual census of 1940.

Tax-list enrollments of 1938, 1939, and 1940, are included herewith.

*Old-age tax enrollment*

| Towns | 1938 | 1939 | 1940 | Towns | 1938 | 1939 | 1940 |
|---|---|---|---|---|---|---|---|
| Andover | 305 | 314 | 339 | Coventry | 1,148 | 1,187 | 1,281 |
| Ansonia | 10,677 | 11,278 | 11,313 | Cromwell | 1,620 | 1,673 | 1,760 |
| Ashford | 404 | 404 | 406 | Danbury | 15,537 | 15,550 | 16,072 |
| Avon | 1,447 | 1,347 | -------- | Darien | 4,950 | 5,112 | 5,316 |
| Barkhamsted | 362 | 395 | 400 | Derby | 5,063 | 5,280 | 5,310 |
| Beacon Falls | 961 | 977 | 1,018 | Durham | 593 | 642 | -------- |
| Berlin | 2,812 | 2,913 | 3,027 | Eastford | 305 | 306 | 299 |
| Bethany | 328 | 330 | 375 | East Granby | 609 | 616 | 654 |
| Bethel | 2,321 | 2,362 | 2,388 | East Haddam | 1,091 | 1,124 | 1,166 |
| Bethlehem | 386 | 380 | 418 | East Hampton | 1,608 | 1,641 | 1,709 |
| Bloomfield | 2,259 | 2,473 | 2,613 | East Hartford | 10,116 | 10,580 | 11,601 |
| Bolton | 417 | 438 | -------- | East Haven | 4,624 | 4,639 | 5,087 |
| Bozrah | 480 | 493 | 457 | East Lyme | 1,370 | 1,467 | 1,522 |
| Branford | 4,648 | 4,699 | -------- | Easton | 721 | 775 | 836 |
| Bridgeport | 83,267 | 82,715 | 84,294 | East Windsor | 1,962 | 2,059 | -------- |
| Bridgewater | 265 | 261 | 285 | Ellington | 1,322 | 1,360 | 1,404 |
| Bristol | 15,525 | 16,577 | 18,523 | Enfield | 7,544 | 7,605 | 7,909 |
| Brookfield | 610 | 662 | 706 | Essex | 1,511 | 1,618 | 1,612 |
| Brooklyn | 1,211 | 1,233 | 1,253 | Fairfield | 11,547 | 12,171 | 13,322 |
| Burlington | 600 | 615 | 622 | Farmington | 2,760 | 2,842 | 2,983 |
| Canaan | 294 | 313 | 307 | Franklin | 310 | 329 | 328 |
| Canterbury | 540 | 522 | 568 | Glastonbury | 3,454 | 3,633 | 3,783 |
| Canton | 1,388 | 1,439 | 1,492 | Goshen | 323 | 360 | 379 |
| Chaplin | 275 | 277 | 277 | Granby | 868 | 850 | 909 |
| Cheshire | 2,091 | 2,190 | 2,303 | Greenwich | 20,489 | 20,672 | 21,806 |
| Chester | 900 | 929 | 941 | Griswold | 2,910 | 2,868 | -------- |
| Clinton | 974 | 986 | 994 | Groton | 5,081 | 5,197 | 5,372 |
| Colchester | 1,126 | 1,175 | 1,190 | Guilford | 1,840 | 1,857 | 1,943 |
| Colebrook | 283 | 286 | 293 | Haddam | 1,027 | 1,052 | 1,096 |
| Columbia | 411 | 452 | 480 | Hamden | 12,674 | 13,010 | 13.505 |
| Cornwall | 458 | 437 | -------- | Hampton | 245 | 252 | -------- |

EXHIBIT 26.—*Old-age tax enrollment*—Continued

| Towns | 1938 | 1939 | 1940 | Towns | 1938 | 1939 | 1940 |
|---|---|---|---|---|---|---|---|
| Hartford | 99,283 | 101,004 | 103,831 | Ridgefield | 2,022 | 2,022 | -------- |
| Hartland | 167 | 151 | -------- | Rocky Hill | 1,321 | 1,388 | 1,604 |
| Harwinton | 522 | 573 | 606 | Roxbury | 390 | 382 | 381 |
| Hebron | 470 | 496 | 501 | Salem | 277 | 297 | 298 |
| Kent | 736 | 724 | 743 | Salisbury | 1,531 | 1,550 | 1,685 |
| Killingly | 5,005 | 5,077 | 5,217 | Saybrook | 1,228 | 1,226 | 1,273 |
| Killingworth | 282 | 288 | 298 | Scotland | 240 | 249 | -------- |
| Lebanon | 754 | 753 | 787 | Seymour | 3,647 | 3,756 | 3,880 |
| Ledyard | 639 | 679 | 710 | Sharon | 830 | 829 | 891 |
| Lisbon | 585 | 567 | 588 | Shelton | 5,530 | 5,710 | 5,895 |
| Litchfield | 2,149 | 2,215 | 2,236 | Sherman | 266 | 254 | 269 |
| Lyme | 407 | 424 | 461 | Simsbury | 2,184 | 2,234 | 2,344 |
| Madison | 1,239 | 1,254 | 1,292 | Somers | 1,093 | 1,053 | 1,159 |
| Manchester | 13,413 | 13,592 | 13,918 | Southbury | 701 | 764 | 819 |
| Mansfield | 1,732 | 1,794 | 1,918 | Southington | 4,968 | 5,076 | 5,352 |
| Marlborough | 255 | 255 | -------- | South Windsor | 1,504 | 1,624 | 1,676 |
| Meriden | 20,916 | 20,670 | 20,851 | Sprague | 1,250 | 1,220 | 1,244 |
| Middlebury | 1,204 | 1,277 | 1,360 | Stafford | 3,126 | 3,199 | 3,282 |
| Middlefield | 617 | 662 | 731 | Stamford | 34,842 | 34,276 | 36,018 |
| Middletown | 13,297 | 13,278 | 13,788 | Sterling | 583 | 574 | 611 |
| Milford | 8,678 | 9,066 | 9,815 | Stonington | 5,317 | 5,634 | 5,620 |
| Monroe | 836 | 867 | 941 | Stratford | 12,205 | 12,847 | 13,833 |
| Montville | 2,119 | 2.137 | 2,248 | Suffield | 2,229 | 2,292 | 2,337 |
| Morris | 319 | 333 | 355 | Thomaston | 2,357 | 2,383 | 2,405 |
| Naugatuck | 9,181 | 9,443 | 9,093 | Thompson | 3,066 | 3,010 | 3,062 |
| New Britain | 37,870 | 37,908 | 39,800 | Tolland | 636 | 653 | 672 |
| New Canaan | 3,639 | 3,892 | 4,136 | Torrington | 14,769 | 15,407 | 15,558 |
| New Fairfield | 317 | 347 | 436 | Trumbull | 2,763 | 2,878 | -------- |
| New Hartford | 1,096 | 1,081 | 1,149 | Union | 130 | 133 | 118 |
| New Haven | 88,710 | 87,788 | -------- | Vernon | 4,995 | 5,040 | 5,150 |
| Newington | 2,895 | 2,994 | 3,239 | Voluntown | 376 | 374 | 381 |
| New London | 15,772 | 16,097 | 16,200 | Wallingford | 8,198 | 8,364 | -------- |
| New Milford | 2,542 | 2,662 | 2,865 | Warren | 176 | 194 | 194 |
| Newtown | 1,781 | 1,775 | 1,948 | Washington | 1,106 | 1,113 | 1,159 |
| Norfolk | 793 | 798 | 813 | Waterbury | 56,495 | 56,396 | 55,727 |
| North Branford | 724 | 751 | -------- | Waterford | 3,229 | 3,466 | 3,504 |
| North Canaan | 1,266 | 1,201 | 1,272 | Watertown | 4,482 | 4,646 | 4,780 |
| North Haven | 2,532 | 2,665 | 2,874 | Westbrook | 684 | 672 | 716 |
| North Stonington | 569 | 611 | 618 | West Hartford | 18,732 | 19,142 | 20,824 |
| Norwalk | 23,225 | 24,013 | 26,115 | West Haven | 16,091 | 16,857 | 16,776 |
| Norwich | 17,858 | 17,948 | 18,383 | Weston | 716 | 768 | 800 |
| Old Lyme | 920 | 932 | 941 | Westport | 5,045 | 5,354 | 5,371 |
| Old Saybrook | 1,046 | 1,075 | 1,152 | Wethersfield | 4,802 | 5,104 | 5,393 |
| Orange | 986 | 1,078 | 1,130 | Willington | 702 | 742 | 745 |
| Oxford | 704 | 690 | 746 | Wilton | 1,543 | 1,648 | 1,736 |
| Plainfield | 3,979 | 4,097 | 4,187 | Winchester | 4,912 | 4,852 | 5,105 |
| Plainville | 3,650 | 3,726 | 3,931 | Windham | 6,696 | 7,014 | 7,508 |
| Plymouth | 3,444 | 3,448 | 3,506 | Windsor | 5,411 | 5,438 | 5,640 |
| Pomfret | 890 | 882 | -------- | Windsor Locks | 2,369 | 2,401 | 2,554 |
| Portland | 2,257 | 2,406 | 2,514 | Wolcott | 907 | 1,003 | -------- |
| Preston | 926 | 916 | 891 | Woodbridge | 1,191 | 1,194 | 1,290 |
| Prospect | 516 | 521 | 581 | Woodbury | 1,039 | 1,049 | 1,099 |
| Putnam | 4,519 | 4,581 | 4,932 | Woodstock | 1,019 | 1,021 | -------- |
| Redding | 949 | 947 | 1,010 |  |  |  |  |

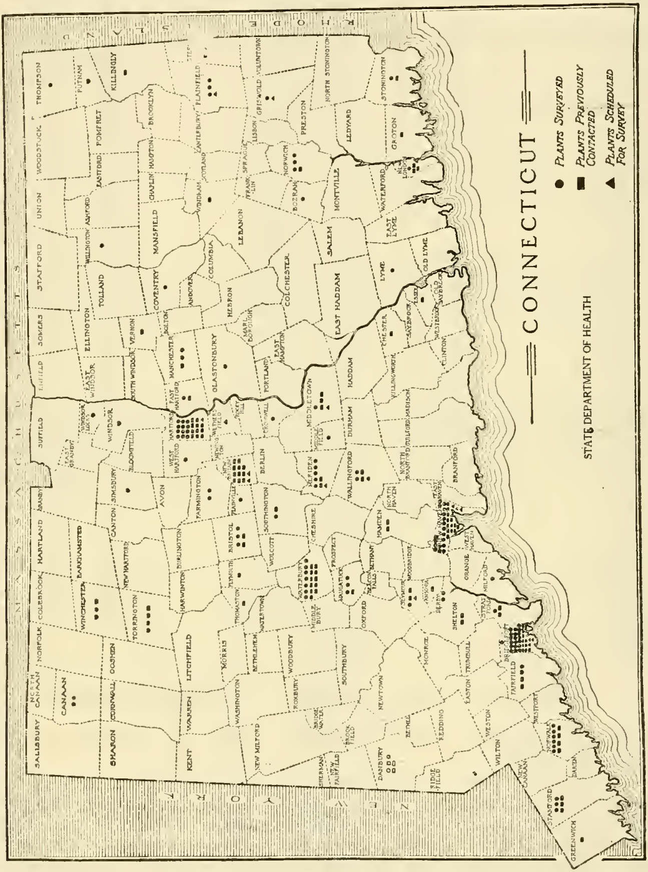
## TESTIMONY OF DR. STANLEY H. OSBORN—Resumed

Mr. CURTIS. Do you have anything further you would like to tell us at this time?

Dr. OSBORN. The only additional thing that I have is a map here (see next page) showing the places where industrial plants are that we have been informed have defense contracts. I believe Dr. Gray testified about those plants, and on this map there is outlined certain areas, showing plants that we have made surveys of, and plants we have been in contact with to a greater or less extent, which have war contracts.

By furnishing this information I show how we are trying to handle the industrial situation in connection with diseases that may arise from industry. The map also shows plants that we were a little backward on because we didn't have sufficient personnel to do them. That has been rectified, I think, by an act of the last legislature, and aid we have received from the Public Health Service, so from now on we will probably catch up.

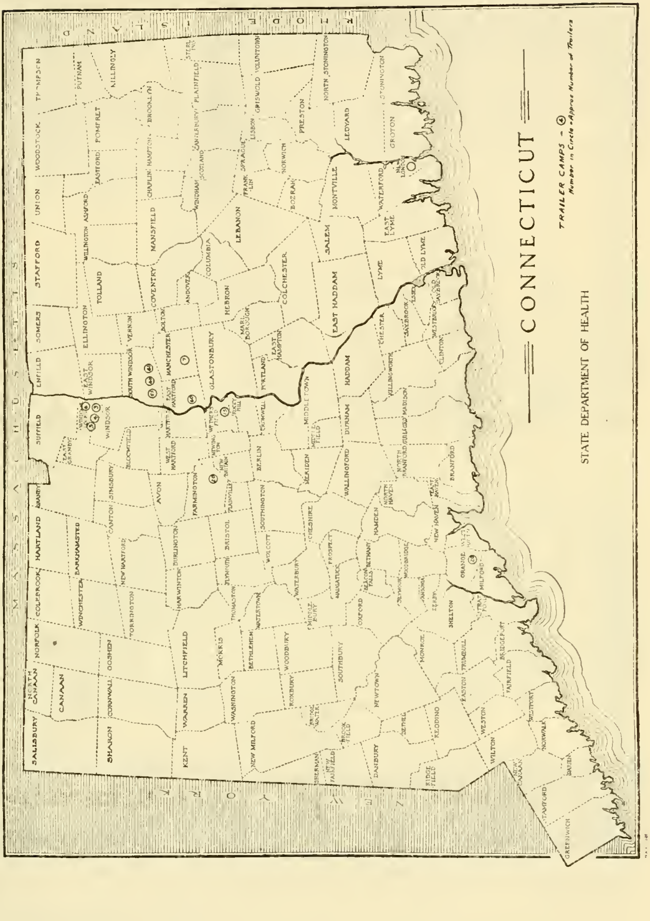
The next map (see facing page) shows the location of trailer camps with the number of trailers in a circle, wherever such camp exists, and the third map (see p. 5292B) shows the defense housing projects that we have been informed are connected with national defense, together with the location of military or naval bases that may later become subjected to congested housing areas.


CONNECTICUT
● Plants Surveyed
■ Plants Previously Contacted
▲ Plants Scheduled For Survey
STATE DEPARTMENT OF HEALTH
MASSACHUSETTS
RHODE ISLAND
NEW YORK

Mr. Curtis. I thank you for the maps.

The Chairman. Dr. Osborn, we thank you very much.

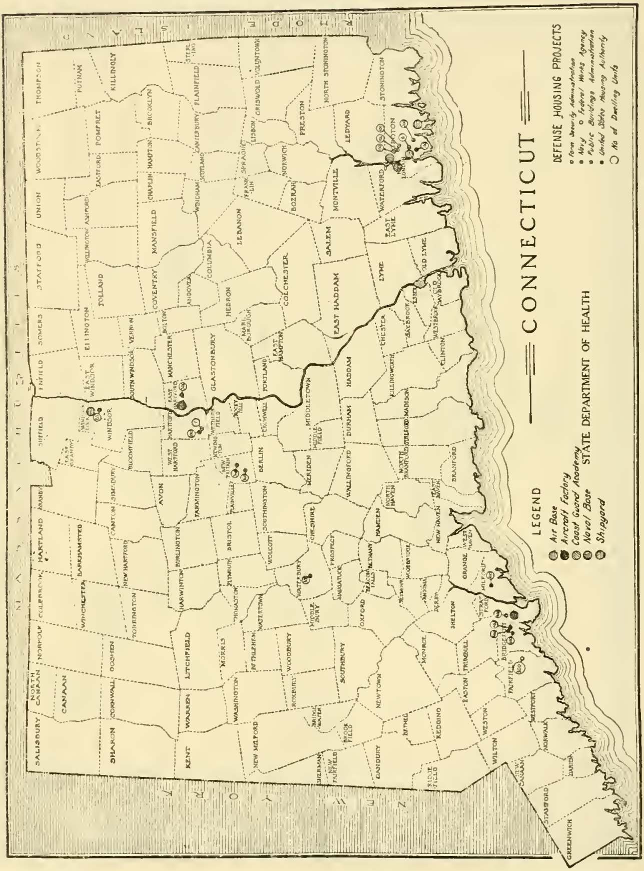
Our next witness is Mr. Nicholas Tomassetti.


MASSACHUSETTS
RHODE
NEW YORK
THOMPSON
PUTNAM
KILLINGLY
WOODSTOCK
POMFRET
BROOKLYN
UNION
EASTFORD
ASHFORD
CHAPLIN
HAMPTON
CANTERBURY
PLAINFIELD
STERLING
STAFFORD
WILLINGTON
MANSFIELD
WINDHAM
SCOTLAND
SPRAGUE
LISBON
GRISWOLD
VOLUNTOWN
SOMERS
TOLLAND
COVENTRY
COLUMBIA
LEBANON
FRANKLIN
NORWICH
PRESTON
NORTH STONINGTON
ENFIELD
ELLINGTON
VERNON
BOLTON
ANDOVER
HEBRON
BOZRAH
SALEM
MONTVILLE
LEDYARD
STONINGTON
GROTON
NEW LONDON
WATERFORD
EAST LYME
EAST WINDSOR
SOUTH WINDSOR
MANCHESTER
GLASTONBURY
MARLBOROUGH
COLCHESTER
EAST HADDAM
LYME
OLD LYME
SUFFIELD
WINDSOR LOCKS
WINDSOR
EAST HARTFORD
HARTFORD
WETHERSFIELD
ROCKY HILL
PORTLAND
EAST HAMPTON
CHESTER
ESSEX
SAYBROOK
OLD SAYBROOK
WESTBROOK
EAST GRANBY
GRANBY
BLOOMFIELD
WEST HARTFORD
NEWINGTON
NEW BRITAIN
CROMWELL
MIDDLETOWN
HADDAM
KILLINGWORTH
CLINTON
HARTLAND
SIMSBURY
AVON
FARMINGTON
BERLIN
MIDDLEFIELD
DURHAM
MADISON
GUILFORD
BARKHAMSTED
CANTON
PLAINVILLE
MERIDEN
WALLINGFORD
NORTH BRANFORD
BRANFORD
COLEBROOK
NEW HARTFORD
BURLINGTON
BRISTOL
SOUTHINGTON
CHESHIRE
NORTH HAVEN
EAST HAVEN
NEW HAVEN
HAMDEN
WINCHESTER
HARWINTON
PLYMOUTH
WOLCOTT
PROSPECT
BETHANY
WOODBRIDGE
WEST HAVEN
ORANGE
MILFORD
NORFOLK
TORRINGTON
THOMASTON
WATERBURY
NAUGATUCK
BEACON FALLS
SEYMOUR
ANSONIA
DERBY
NORTH CANAAN
CANAAN
GOSHEN
LITCHFIELD
WATERTOWN
MIDDLEBURY
OXFORD
SHELTON
STRATFORD
SALISBURY
CORNWALL
MORRIS
BETHLEHEM
WOODBURY
SOUTHBURY
MONROE
TRUMBULL
BRIDGEPORT
SHARON
WARREN
WASHINGTON
ROXBURY
NEWTOWN
EASTON
FAIRFIELD
KENT
NEW MILFORD
BRIDGEWATER
BROOKFIELD
BETHEL
REDDING
WESTON
WESTPORT
SHERMAN
NEW FAIRFIELD
DANBURY
RIDGEFIELD
WILTON
NORWALK
NEW CANAAN
DARIEN
STAMFORD
GREENWICH

CONNECTICUT

TRAILER CAMPS - ④
Number in Circle = Approx Number of Trailers

STATE DEPARTMENT OF HEALTH


CONNECTICUT
STATE DEPARTMENT OF HEALTH
LEGEND
Air Base
Aircraft Factory
Coast Guard Academy
Naval Base
Shipyard
DEFENSE HOUSING PROJECTS
Farm Security Administration
Navy
Federal Works Agency
Public Buildings Administration
United States Housing Authority
No of Dwelling Units
MASSACHUSETTS
RHODE ISLAND
NEW YORK
SALISBURY
NORTH CANAAN
CANAAN
NORFOLK
COLEBROOK
HARTLAND
GRANBY
SUFFIELD
ENFIELD
SOMERS
STAFFORD
UNION
WOODSTOCK
THOMPSON
PUTNAM
KILLINGLY
POMFRET
EASTFORD
ASHFORD
WILLINGTON
TOLLAND
ELLINGTON
EAST WINDSOR
WINDSOR LOCKS
EAST GRANBY
WINDSOR
SOUTH WINDSOR
VERNON
BOLTON
COVENTRY
MANSFIELD
CHAPLIN
HAMPTON
BROOKLYN
PLAINFIELD
STERLING
VOLUNTOWN
GRISWOLD
CANTERBURY
SCOTLAND
WINDHAM
COLUMBIA
ANDOVER
HEBRON
LEBANON
FRANKLIN
SPRAGUE
LISBON
NORWICH
PRESTON
NORTH STONINGTON
STONINGTON
LEDYARD
GROTON
NEW LONDON
WATERFORD
MONTVILLE
BOZRAH
SALEM
EAST LYME
OLD LYME
LYME
COLCHESTER
MARLBOROUGH
EAST HAMPTON
EAST HADDAM
CHESTER
ESSEX
SAYBROOK
OLD SAYBROOK
WESTBROOK
CLINTON
KILLINGWORTH
HADDAM
MIDDLETOWN
PORTLAND
GLASTONBURY
MANCHESTER
EAST HARTFORD
HARTFORD
WEST HARTFORD
WETHERSFIELD
ROCKY HILL
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NORTH HAVEN
WALLINGFORD
MERIDEN
CHESHIRE
SOUTHINGTON
PLAINVILLE
FARMINGTON
AVON
BLOOMFIELD
SIMSBURY
CANTON
BARKHAMSTED
NEW HARTFORD
BURLINGTON
BRISTOL
WOLCOTT
PROSPECT
HAMDEN
NEW HAVEN
WEST HAVEN
ORANGE
WOODBRIDGE
BETHANY
BEACON FALLS
NAUGATUCK
WATERBURY
PLYMOUTH
HARWINTON
TORRINGTON
WINCHESTER
GOSHEN
CORNWALL
SHARON
LITCHFIELD
THOMASTON
WATERTOWN
MIDDLEBURY
OXFORD
SEYMOUR
ANSONIA
DERBY
MILFORD
STRATFORD
SHELTON
MONROE
TRUMBULL
BRIDGEPORT
FAIRFIELD
EASTON
WESTON
WESTPORT
NORWALK
WILTON
REDDING
BETHEL
DANBURY
NEWTOWN
SOUTHBURY
WOODBURY
BETHLEHEM
MORRIS
WASHINGTON
ROXBURY
BRIDGEWATER
BROOKFIELD
NEW MILFORD
SHERMAN
NEW FAIRFIELD
RIDGEFIELD
NEW CANAAN
DARIEN
STAMFORD
GREENWICH
WARREN
KENT

## TESTIMONY OF NICHOLAS TOMASSETTI, REPRESENTING THE CONGRESS OF INDUSTRIAL ORGANIZATIONS, NEW BRITAIN, CONN.

The CHAIRMAN. Mr. Arnold will interrogate you, Mr. Tomassetti.

Mr. ARNOLD. Mr. Tomassetti, will you please state for the record your name and address and official title and the organization you represent?

Mr. TOMASSETTI. Nicholas Tomassetti, 30 Ervine Place, New Britain, Conn. I am the State chairman of Labor's Non-Partisan League and vice chairman of the Conference on Social and Labor Legislation, as well as business agent for the United Electrical, Radio and Machine Workers Union, which is a C. I. O. affiliate.

Mr. ARNOLD. And you are also a member of the Connecticut House of Representatives?

Mr. TOMASSETTI. Yes.

### ANTIDISCRIMINATION BILL

Mr. ARNOLD. And in that capacity you introduced at the last session of the legislature an antidiscrimination bill. What groups opposed enactment of that legislation?

Mr. TOMASSETTI. Nobody opposed the bill publicly, or openly, but in a discussion of the bill on the house floor objections were raised by leaders of both parties, using the argument that "You can't legislate tolerance," and consequently all bills were defeated on that basis.

Mr. ARNOLD. We have your prepared statement, and it will be entered as a part of the record.

(The statement referred to is as follows:)

## STATEMENT BY NICHOLAS TOMASSETTI, OF NEW BRITAIN, REPRESENTING CONGRESS OF INDUSTRIAL ORGANIZATIONS

The problem of housing in Connecticut today is an unlimited emergency for the people of the State. Not only their comfort and well-being, their family lives and the upbringing of their children, but their health and their whole families' budgets are involved in this situation. I am very happy to have this opportunity to present evidence on this crisis and to recommend swift, energetic action to solve it as an essential step in any scheme of defense which considers the welfare of the people. Up till now the record of our public authorities—Federal, State, and local—has been one of inaction, of countless investigations not followed by necessary steps to rectify this situation. If we seriously mean to defend democracy, this is a problem that we can no longer postpone.

### YEARS OF NEGLECT

I have said that this is an emergency problem. But it is much more than that. It is a problem that has accumulated over years of neglect. Allow me to present a few relevant facts to prove this statement. In 1939 the Research Department of the National Labor's Non-Partisan League compiled from official sources some figures on housing conditions in Connecticut. Twenty-five percent of the dwelling units in the State were found to be unsafe or insanitary. That means that one out of every four Connecticut families was living in a place unfit for human habitation. In the town of Stamford at least 26 percent of the dwellings were in this category; while in Waterbury, 14 percent were unfit for use and 10 percent had neither bath nor shower.

At the same period the Housing Advocate prepared by the New Haven City-Wide Council for Slum Clearance and Better Housing published an article by Dr. Winslow, stating that at least 7,000 families in New Haven were living in substandard dwellings; while in the slum wards an infinitely higher proportion of dwellings were unfit, and this situation was accompanied by higher delinquency rates, worse health, and extremely low incomes.

Connecticut certainly contributed its share to the one-third of the Nation that was ill-housed.

In a bulletin on Housing, prepared by the Work Projects Administration for the housing authority of the city of Hartford, vacancy ratios in homes for rent are shown as follows:

| | *Percent* |
|---|---|
| 1938-39 | 3. 09 |
| 1940 first 6 months | 1. 8 |
| July 1940 | 1. 2 |
| September 1940 | . 6 |

All housing authorities agree that a city's housing is not in a healthy condition unless it has a 5-percent vacancy level. Hartford, even in 1938, fell badly below this figure.

The United States census of last year shows the same overcrowding as being proven throughout the State early in 1940 before the defense boom developed. In a bulletin covering 24 Connecticut cities only three at that time had a vacancy level of 5 percent. My own town of New Britain had a vacancy of 0.6 percent; Bristol and Torrington had 1 percent; Hartford, 1.8 percent; Ansonia, Bridgeport, and countless other industrial centers, barely 2 percent.

These few figures which I have presented so far show that housing in Connecticut is a serious problem of long standing which would challenge a solution by all progressive people even if it was not complicated by the present emergency situation.

### THE EMERGENCY

The extent of the present emergency can only be dimly pictured here. We have overcrowding; we have rent gouging and we have discrimination against large families added to our permanent disgrace of discrimination against Negroes in the housing field.

Let me briefly sketch this situation for you.

In the official organ of Labor's Non-Partisan League—News of Connecticut—February 22, Mr. Allan A. Twichell reported as follows: By February 5 in Bristol and Terryville only seven vacancies were left. "Rent raises of 33 percent are reported as typical in an area studied by one housing authority," said Mr. Twichell. He also cited individual cases of increases from $18 to $30 and from $30 to $45.

Rev. John Edwards, leading Negro minister in New Haven, has stated: "Taking advantage of the shortage of suitable places available for Negro tenants in this area, some of these landlords have raised the rents from 20 to 50 percent."

Information made available to me by the New Haven city-wide council on slum clearance and better housing shows the following: Among applicants for admission to the housing project about 15 percent have recently had their rents increased by an average amount of 10 to 15 percent. Cases are shown of increases from 26 to 30, 16 to 20, from 17 to 23, from 18 to 25. Surveys published in the Hartford Courant, based on Bureau of Labor statistics figures, show that in the city of Hartford almost one-third of all rents from $20 to $39 have recently been raised by about 9 percent.

The Industrial Relations Club of New Haven in its monthly news letter for June 1941, records that "there are no plans for expansion of residence accommodations, however. Instead, an effort is being made to squeeze the incoming workers into the few available vacancies, whether they fit or not. Greedy as vultures over the field of battle, the rent profiteers hoist their prices month by month."

This state of affairs leads to the most serious hardships. In Hartford there are widespread reports that the general housing shortage is leading to "No Children Wanted" signs being widely seen. One social worker reports that in the Negro section "families have doubled up, and cases are frequently cited in which 14 or 16 people live in three rooms, sleep in shifts, and pile furniture in corners to find added space for more beds." I must say here that the continued un-American practice of our industrialists in refusing jobs to Negroes makes this situation worse.

A recent case we have heard of is particularly dramatic. In Torrington, a worker and a family of wife and four children were evicted because they could not meet a rent increase. No place in town could be found for them. Only the generosity of a brother trade unionist saved them from spending the night on the street by putting at their disposal a small summer cottage on the lake out of town.

### AUTHORITIES FAIL TO ACT

I stated earlier that all authorities must be held responsible for serious inaction in the present situation.

Why has Congress allowed the fine beginnings made by the United States Housing Authority to come to a halt? Why is it that small appropriations for defense housing, which by the way materialize very slowly, are the only steps taken nationally to meet the situation? Why is it that the rent experts of the price-control bureaus in our national defense set-up are still only in the stage of issuing press releases stating the obvious facts of rent gouging in such cities as Hartford, Bridgeport, and Waterbury, but are not yet ready to take any concrete action to prevent these things.

In our own State, why it is that the rent-control law which would have given the cities the right to prevent increases was not passed? Why is it that the senate delayed this act until the last few days of the session? Why did the house vote it down? Why did not the Governor insist upon it?

Why does not the defense council act under its powers to halt the continued increases of rents. In our cities and towns I find the same inaction prevalent. In East Hartford, according to the Connecticut State Journal, officials actually oppose the building of a thousand homes. Housing facilities are not overburdened, they say. United Air Craft will consider a big expansion about September 1, but these officials say that new homes will still not be needed if the present high proportion of single men continues. One may well ask what happens to these single men. The East Hartford officials are worrying about being left "holding the bag" when the emergency is over.

In New Haven officials issue optimistic press releases stating that there is little difficulty. They claim that the homes registry office has more available rents than it has applicants. But look a little closer and you will find that two-thirds of the available rents are beyond the means of the applicants and that in fact, clearly, a shortage exists. To say, as one official has said, that the public is to blame for not reporting existing vacancies is willful deception.

The news letter of the Industrial Relations Club, already quoted, makes this significant statement:

"The house registration office, of which Edward Foley is director, is progressing slowly with a rent survey of the city. But no figures are available for his use on the subject of increasing needs, because factory personnel offices decline to state how many persons from out-of-town they have employed, or to guess at their employment requirements for coming months. Rents from $20 to $40 per month are in greatest demand, this office reports, and are now difficult to find, in habitable condition.

This is not an edifying example of civic consciousness on the part of our industrialists.

### ACTION NEEDED

Gentlemen of the committee, I am certain that you are well aware of this situation. What is needed now is not talk, but action. I will, therefore, close by presenting certain proposals that Labor's Non-Partisan League, together with the C. I. O. in Connecticut and the Connecticut Conference on Social and Labor Legislation, have prepared and advocated. I trust that you will do all in your power to forward them.

1. We have advocated passage of legislation to empower our cities to fix and enforce fair rents and to prevent increases. This was done on a semiofficial basis in the last war. It must be done again quickly, officially and courageously now. Our legislature has adjourned without taking action on this. A special session of the legislature should act upon it immediately.

2. We have also advocated setting up of a housing division on the same lines as U. S. H. A. The State of Connecticut could raise a million dollars a year to finance such a program by the simple expedient of levying a long-overdue State income tax. Such a sum could bring about the construction of 5,000 new homes in this State.

3. The State defense council should be asked to give immediate attention to this whole problem with a view to swift action. I am no lawyer, and do not pretend to know exactly the powers of this council, but I feel sure that some effective action could be taken by them if they decided upon it.

4. We believe that your committee should immediately recommend that the United States Congress forthwith appropriate large sums of money to expend and continue the construction of United States Housing Authority type low-rent homes in those overcrowded areas. We can set no stock in the selfish arguments

of real-estate owners who fear that the construction of such homes now may knock the bottom out of the values of their existing substandard properties after the emergency is over. So far from fearing this prospect, we should recommend it.

### CONCLUSION

In appearing before you, I am authorized to speak on behalf of the Labor's Non-Partisan League of Connecticut of which I am chairman. I speak also for the Connecticut Conference on Social and Labor Legislation of which I am one of the vice chairmen. In this way, I appear as the spokesman for tens of thousands of working people who together with their families make up a sizeable proportion of the entire population in the State of Connecticut.

To these people, this crisis means real hardship (economic, social, and domestic). The time for investigations by boards of aldermen, etc., is past. This is an emergency which must be met now. Our people hope most strongly that your committee will swiftly recommend a course of practical and energetic action of alleviating this situation. Already disillusioned with the inaction displayed to date by most of their representatives, I state with assurance that unless something is done soon, they will lose all confidence in the leadership of Democratic and Republican Parties alike.

## TESTIMONY OF NICHOLAS TOMASSETTI—Resumed

Mr. Arnold. You have been very much opposed to the rent increases, both individually and as a member of the league, and in your capacity as chairman of the C. I. O.? What is the C. I. O. doing to prevent rent increases?

### BILL TO FREEZE RENTS

Mr. Tomassetti. Well, we have been carrying on educational work among our own membership, as well as in the communities at large in which we have membership, to bring this to the attention of the people and to the attention of the proper Government officials. We introduced a bill in the last session of the legislature called the fair rent standard bill, which would allow the setting up of rent commissions before which any individual who was aggrieved by rent gouging could appear and present his case; if his case was justifiable, the commission would order the landlord to reduce his rent. Also the bill would have established standards and pegged all rents as of September 1939, which might be considered a reasonable pegging figure.

Mr. Arnold. And that bill did not pass?

Mr. Tomassetti. No.

Mr. Sparkman. Is that the same bill that the Governor referred to this morning?

Mr. Tomassetti. Yes.

Mr. Sparkman. Which he said passed the Senate but did not pass the House?

Mr. Tomassetti. That is right.

Mr. Sparkman. That was an administration supported measure?

Mr. Tomassetti. Well, it was introduced both in the Senate and the House, and it passed the Democratic Senate.

Mr. Arnold. What effort is the C. I. O. making to obtain additional housing, health, and educational facilities?

### SUPPORTING MORE UNITED STATES HOUSING AUTHORITY APPROPRIATIONS

Mr. Tomassetti. Well, we are not exclusively devoted to the problem of housing, but we are doing what we can by contacting our membership who may know of vacancies and urging them to report them into our office; we have helped in cases such as that.

We are also, as is common knowledge, supporting additional appropriations for the U. S. H. A. We stand for a broad national program of Federal low-cost housing. We hope that your committee will do something about that in your recommendations to Congress.

We feel that the housing situation is already acute, even before the defense boom is in full swing, and that there exists a problem of low-cost housing that can be solved only by a permanent Government program.

### STAND ON REPORTS OF LABOR SHORTAGE

Mr. Arnold. What is the opinion of the C. I. O. on the question of alleged skilled-labor shortage?

Mr. Tomassetti. Well, in some cases we have found this to exist; however, there is available skilled labor owing to discrimination against some of our skilled workers who may be of Italian or German extraction. The condition also applied to the Negro people.

Some of the Negroes here have completed the 200-hour course which has been set up in our State but have not been able to get jobs in the defense industries, despite the fact that many workers from outside Connecticut have been hired in these plants in the meantime.

Mr. Arnold. Would you say that that discrimination is lessening, as has been testified here today?

Mr. Tomassetti. I would say it has lessened very little; I think it is still an important problem.

### COMPULSORY LABOR PRIORITIES

Mr. Arnold. Does the C. I. O. have an opinion on compulsoiy labor priorities?

Mr. Tomassetti. Well, I don't want to venture an official opinion on that, but I guess you know that the C. I. O.'s position is to cooperate fully with the national-defense program so long as labor gets its just return and suffers no reduction in its standards.

However, we do have difficulties here in Connecticut in some of the consumer industries. For instance, we have a problem in one of our organized shops in Bristol, the Ingraham Clock, which, because it is not able to get some of the brass and zinc required for that industry, has been forced to make certain adjustments in production methods, and as a result some of the people may be laid off. One of the immediate results, I understand, is that the workers there will get an extra week off during the summer to give the company an opportunity to readjust its production to fit into some national defense work.

### LACK MATERIALS FOR CONSUMER GOODS

I think that problem is pretty general with most consumer industries, that the required materials are not getting into the consumer industries because of the need for national defense.

Mr. Arnold. Some workers, of course, will be absorbed in national-defense industries and others won't be?

Mr. Tomassetti. That is true, but you will find a condition rapidly developing where, in a community, one shop is forced to operate with a reduced working force on hours cut to somewhere around 32 a week, and right across the street another shop will be working three shifts; and if not three shifts, will be working its force 40, 50, 60, and even 65 hours a week, which I think is a rather dangerous condition to have develop.

Mr. Arnold. What does the C. I. O. organization think of requiring all employers to recruit labor through the State employment service, or do you have any opinion on that?

Mr. Tomassetti. We don't have an official opinion on that because we do some of the hiring ourselves in some of the shops where we have closed-shop agreements—union shop agreements.

Mr. Arnold. You wouldn't think, then, that all employers should recruit all their labor through it?

Mr. Tomassetti. Not all their labor. I said they should use the existing facilities because they can be of help.

### AVERAGE WORK WEEK

Mr. Arnold. What is the average work week for C. I. O. members, including overtime?

Mr. Tomassetti. Well, I would say—and this is merely guess work because it varies in different communities here in the State—the average work week, including overtime, is between 45 and 48 hours in most industries. And time and a half is provided for all over 8 hours a day.

Mr. Arnold. How does the C. I. O. stand on the question of race discrimination in industries? Are you for the elimination of all race discrimination?

Mr. Tomassetti. That is correct.

Mr. Arnold. And you believe some progress is being made along that line, but not as rapidly as it should be?

Mr. Tomassetti. That is correct. Especially in defense industries where employers are doing business with the Government under contract to provide work for the national-defense program, one of the qualifications and requirements for any industry receiving a defense contract should be that they not discriminate against any person, regardless of race, color, or creed. I think that could be enforceable by our Government agencies, and we hope something will be done about it.

Mr. Arnold. It was testified here by one of the gentlemen on the panel that those groups were being absorbed in their proportion in industry, but that they didn't want to absorb any one group over-proportionately.

Mr. Tomassetti. Well, I don't think the facts show that, not here in Connecticut at any rate.

Mr. Arnold. That is all, Mr. Chairman.

The Chairman. Thank you very much, Mr. Tomassetti.

Our next witness is Mr. Hickman.

## TESTIMONY OF KENNETH HICKMAN, OF HARTFORD, CONN.

The Chairman. Mr. Hickman, will you please state your name and address for the record?

Mr. Hickman. Kenneth Hickman, 35 Mahl Avenue, Hartford, Conn.

The Chairman. And what is your present occupation?

Mr. Hickman. At present I am unemployed.

The Chairman. Will you give us something of your background, education, and previous experience?

Mr. Hickman. I attended the elementary schools of Hartford, completed a B. S. degree at Wilberforce University in Ohio and took special work in education, economics, and sociology at Yale University. I taught school 2 years in North Carolina and 2 in Maryland. I have worked as a social worker and as a group worker in the city of Hartford. I have been employed by the W. P. A. adult educational program as a teacher and as a research worker; also as a director of Negro community centers wherein we took care of educational, recreational and social activities in the north end of the city.

I am unemployed, due to the fact that during the cut-off of the W. P. A. workers, I went out with them.

The Chairman. You mean after 18 months' work?

Mr. Hickman. No; since the budget has been cut, 4,000 workers in Connecticut are being discharged and I happened to be among those.

The Chairman. What salary were you receiving?

Mr. Hickman. $92 a month.

The Chairman. Are you married?

Mr. Hickman. I am single.

The Chairman. Now, have you had any training or experience which would qualify you for a defense job?

Mr. Hickman. Yes. I took the aptitude tests which were given at the adult guidance bureau to certify individuals to take the 200-hour training course under the defense program. I passed the course with a high rating. I think I was registered in the second class of workers.

The Chairman. Under what sponsorship?

Mr. Hickman. Under the sponsorship of the United States Employment Service, last fall.

The Chairman. Where have you applied for work?

Mr. Hickman. Now, under the terms of the sponsorship of the course, I was told by the State employment service that due to the difficulty in placing Negroes in industry, it would be much easier if they made contacts for me. They said that they could send me out with a card to various industries but the reception I would receive perhaps wouldn't be so encouraging, so they would make contacts for me and I could then follow these contacts up and attempt to get a job. They made contacts at one or two factories where I was sent to get a job as a machine operator, but the type of work that was offered me was of a menial capacity such as sweeping floors and cleaning lavatories. This is about the best type of job that has been offered me.

One factory did offer me a job as a freight-elevator operator. Due to the fact that I had had the machine operator's training, I always asked, of course, for an opportunity to go on as a machine operator, but that wasn't given me.

The Chairman. In other words, your 200-hour experience in training qualified you for a job as a machine operator?

Mr. Hickman. It qualified me as a sort of apprentice; it just gave me a smattering knowledge of various kinds of machines. It would give me a start as a machine operator. It wouldn't make me an experienced worker, of course.

The Chairman. Do you know of any other Negroes with that training who have been employed?

Mr. Hickman. As far as I can ascertain, there have been nine who have completed the 200-hour training course, and at present none of the nine has been employed as a machine operator. A few of them have been employed as maintenance men in various factories but none works on a machine.

The Chairman. And the State employment agency led you to believe that you would be employed if you put in the 200 hours?

Mr. Hickman. The statement made to me at the State employment agency before I took the course implied that they were not guaranteeing me a job. In fact, they said they doubted very much whether I would be able to get a job in industry, but at least I could take the course.

Of course, the old argument was that Negroes are not employed because they are not qualified for various positions. They said: "If you will take this training and become qualified for the position, we can counteract that argument by having a pool of eligible Negroes qualified for various types of work"; so with that understanding I took the training so that I would be qualified in the event an opening should come; but such an opening has not occurred.

The Chairman. And you are unemployed right now?

Mr. Hickman. Yes, sir.

The Chairman. Have you had any military training?

Mr. Hickman. Yes; I had 4 years of R. O. T. C. and served at Fort Humphries in Virginia, Fort Devens, and at present I hold a second lieutenant's commission in the Organized Reserves.

The Chairman. How old are you?

Mr. Hickman. Thirty-six years old.

The Chairman. Do you find much employment discrimination against your race in this vicinity?

Mr. Hickman. Definitely. For instance, when I went to various factories, asking for specific kinds of work, they seemed shocked to find that a Negro would ask for any but the lowest type of job.

I would go into a factory and ask for a job in a laboratory; in one factory they had an experimental laboratory, and I asked for an opportunity there. I also asked for office work, and for an opportunity on a machine. I even asked for a lower type job if I could be given the assurance that, should I make a certain amount of progress, I would receive advancement. I was willing to start at the bottom if they would give me some assurance of promotion in case I made a certain amount of progress, but even then no opportunity was given for employment.

The Chairman. You are physically well, aren't you?

Mr. Hickman. Physically well, yes, sir; no handicaps whatsoever.

The Chairman. What are your future plans?

Mr. HICKMAN. It is very hard to say. I have tried everything I knew to make some sort of a future for myself either in industry, education, or civic government. But it seems that right now the future looks rather dark, because in the midst of all this defense work, when everybody else seems to be getting employment and making money, our particular group is almost as hopeless as ever.

The CHAIRMAN. In these defense industries around Hartford, some Negroes are employed, are they not?

Mr. HICKMAN. Yes, sir; some are employed.

The CHAIRMAN. Are there many unemployed in this vicinity?

Mr. HICKMAN. Not such a very large number. We have quite a few Negroes employed in construction work. There is quite a bit of construction work in this vicinity, and they are receiving jobs as laborers; but as far as work in defense industry goes, only a very small percentage of our group is finding work in factories.

The CHAIRMAN. It isn't a question of your patriotism?

Mr. HICKMAN. Oh, no.

The CHAIRMAN. Or ability to work?

Mr. HICKMAN. No.

The CHAIRMAN. It is a question of your color?

Mr. HICKMAN. Absolutely.

The CHAIRMAN. Mr. Sparkman?

Mr. SPARKMAN. Where were you born?

Mr. HICKMAN. Hartford.

Mr. SPARKMAN. Born and reared here?

Mr. HICKMAN. Right here, and stayed here until I went to college.

Mr. SPARKMAN. How about your father?

Mr. HICKMAN. My father was born in Virginia and came to Hartford in 1883, and my mother in 1884.

Mr. SPARKMAN. And your family has been here ever since?

Mr. HICKMAN. Ever since.

Mr. SPARKMAN. You might be interested to know of a little experience that I had recently in visiting a very large plant in the State of Alabama, engaged in defense production. I saw a great many Negroes working in the plant. Later I was talking with one of the officials of the company and he told me that they made it a policy to hire Negroes in their numerical ratio to the total population of that section.

Mr. HICKMAN. I thought that experiment was only being carried on out in Detroit.

Mr. SPARKMAN. Well, that is what they told me in that plant.

The CHAIRMAN. According to that, the North can learn something from the South.

Mr. HICKMAN. If that is true; yes, it could.

Mr. SPARKMAN. That is all.

Mr. ARNOLD. Don't you expect to be called up on your officer's Reserve commission?

Mr. HICKMAN. I have made application, of course, to go into active service. In fact, I have had two examinations and it happened I was about 54 pounds overweight. I took off 34 pounds of that and I still have a few more to go. As soon as I can take that off I expect to be called.

The CHAIRMAN. You come down to Washington and enjoy a few days of our weather, and you will take it off.

Mr. ARNOLD. The position of freight-elevator operator would have paid you how much?

Mr. HICKMAN. Forty cents an hour.

Mr. ARNOLD. And you felt that if you took the freight-elevator job you wouldn't have any chance for advancement?

Mr. HICKMAN. That's right, sir.

Mr. ARNOLD. They would keep you right there?

Mr. HICKMAN. Right there.

Mr. ARNOLD. Do you know of any colored people working on machines?

Mr. HICKMAN. There are no colored people working on machines in that factory at all.

Mr. ARNOLD. Do you think the President's appeal to the manufacturers to refrain from race discrimination will have any effect on the manufacturers?

Mr. HICKMAN. I doubt it seriously, unless some specific legislation is enacted which will force the manufacturers to let down the barriers and take Negroes into industry. In fact, defense contracts should be so awarded that in case discrimination is shown in hiring workers, the contracts would be taken from those factories and given to others. Unless some such condition is legally imposed, I doubt whether the appeal made by the President will carry much weight.

Mr. ARNOLD. That is all.

The CHAIRMAN. Thank you very much, Mr. Hickman. We appreciate your coming here.

The committee will stand adjourned until 9:30 o'clock tomorrow morning.

(Whereupon, at 5:20 p. m., the hearing adjourned until 9:30 a. m., Wednesday, June 25, 1941.)

# NATIONAL DEFENSE MIGRATION

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## WEDNESDAY, JUNE 25, 1941

House of Representatives,
Select Committee Investigating
National Defense Migration,
*Washington, D. C.*

### MORNING SESSION

The committee met at 9:30 a. m., in the State Capitol Building, Hartford, Conn., Hon. John H. Tolan (chairman), presiding.

Present were: Representatives John H. Tolan (chairman), of California; Laurence F. Arnold, of Illinois; and Carl T. Curtis, of Nebraska.

Also present: Robert K. Lamb, staff director; Francis X. Riley and Frank B. Wells, field investigators; and Irene Hageman, field secretary.

The Chairman. The committee will please come to order.

Our first witness was to have been Mayor Jasper McLevy, of Bridgeport, but I am told he is unable to be present this morning. He will appear later in the day. Instead, we will now hear Mayor George J. Coyle, of New Britain, Conn.

## TESTIMONY OF THE HONORABLE GEORGE J. COYLE, MAYOR, NEW BRITAIN, CONN.

The Chairman. Mayor Coyle, will you please state your name for the record?

Mayor Coyle. George J. Coyle.

The Chairman. And your position?

Mayor Coyle. Mayor of New Britain, which is about 10 miles from Hartford.

The Chairman. I understand you have some reports you would like to file with the committee.

Mayor Coyle. I have a "Schedule of estimates of community facilities needed by defense housing projects" which was filled out for New Britain on blanks of the Federal Works Administration. I can leave these reports here with you.

The Chairman. We will make them a part of the record.

(The reports referred to are as follows:)

## Exhibit 30.—Facilities Needed by Housing Projects in New Britain, Conn.

### REPORT BY MAYOR GEORGE J. COYLE, OF NEW BRITAIN, CONN.

*Schedule—Estimates of Community Facilities Needed by Defense Housing Projects*

*(Return to Division of Defense Housing, Federal Works Agency, Washington, D. C.)*

I. *Schools:*

A. Are the present school facilities adequate for children of the project? (Check one.) Yes ---X--- No ---------.

* * * * * * *

II. *Water Supply and Treatment:*

A. Are present sources of pure water sufficient for the residents of the project? (Check one.) Yes ------ No --X--.

B. If *not*, is this due to:

1. Insufficient water storage capacity? (Check one.) Yes ------ No --X--. (See explanation in accompanying statement.)
2. Insufficient facilities for treatment and purification? (Check one.) Yes ------ No ------.

C. Describe briefly additional facilities needed: (See accompanying statement.)

D. What is the estimated cost of each of the needed facilities (give source or basis of estimate)?

| Facility | Est. Cost | Source or Basis |
|---|---|---|
| | (See accompanying statement) | |

E. Are plans or negotiations under way to provide any of the above? If so, describe: (See accompanying statement).

F. Remarks: (See accompanying statement.)

III. *Water Distribution:*

A. Is the project connected to an adequate supply of pure water? (Check one.) Yes ------ No --X--.
(See explanation)

* * * * * * *

### EXPLANATION, II B1 AND C

The estimated safe yield of New Britains' water supply system is 8.3 million gallons per day. The actual average daily consumption at this time is slightly under 8 million gallons per day.

New Britain is an industrial city. With factories working 24 hours per day on defense work and with 640 Federal-housing units in course of construction and 200 more already allocated and the private developments in course of construction, New Britain is obliged to develop at once additional water supply in order not to hinder the defense program.

The capacity of the main transmission pipes is adequate.

It is interesting to note that on June 21, 1940, the amount of impounded water in storage was 1,465,000,000 gallons while on June 21, 1941, the amount of impounded water in storage was 1,289,000,000.

Impounding surface supplies are developed to full economical limits.

Crossing the Southington Valley is a twin 20-inch pipe line approximately 6 miles in length with a gravity capacity of 12 million gallons per day. On the upstream side of this pipe line and tributary to it is an area of 21.7 square miles. Of this area 10.4 square miles is glacial drift, 9.3 square miles is glacial till and 2 square miles is crystalline outcrop. These figures were determined from United States Geographical Survey reports and the State Geological and Natural History Survey of the State of Connecticut—Bulletin No. 47.

The safe yield of the impounding surface supply is estimated at 2.2 million gallons per day leaving an idle pipe capacity of 9.8 million gallons per day.

From test wells driven along this 6-mile pipe line it is estimated that 30 20-inch diameter modern gravel packed wells will yield 10 million gallons per day without overtaxing the wells and utilizing the available idle pipe capacity would give a net yield of 8.2 million gallons per day.

Tests of water from this section indicate that this water would not require filtration.

Another impounded surface supply gives an estimated safe yield of 3.26 million gallons per day. It is estimated that, in an area of glacial drift another safe yield of 1 million gallons per day can be developed by the addition of a well system the water from which would utilize the remaining pipe-line capacity and make this pipe line work to capacity.

At the present time we are conducting a water-waste survey with the aid of the Pitometer Co. of New York City.

### EXPLANATION, D AND E

Following is a tabulation of projects already authorized and for which bonds have been authorized to be issued:

| Facility | Estimated cost | Source or basis |
|---|---|---|
| Land | $55,000 | Realty advisers. |
| Grading and landscaping at pumping station | 35,000 | Chief engineer. |
| Diesel generating set and pumps and small pumping stations | 70,000 | Do. |
| Exploration work on 2 well systems | 10,000 | Do. |
| Pipe-line extensions | 30,000 | Do. |
| Total | 200,000 | |

The purchase of land at $55,000 included the purchase of land on an impounding watershed to which the State department of health raised objections and the purchase of a site consisting of glacial drift for the installation of a small additional well supply.

The estimate of $35,000 for grading and landscaping covered the protection of the bank of an artificial canal feeding the main storage reservoir of New Britain and the covering of bare soil to protect the machinery of our main pumping station from dust. In this pumping station are located two Diesel generating sets, three direct-connected motor-driven pumps, switchboards, and necessary auxiliaries.

The item of $70,000 for Diesel generating set, pumps, and small pumping station is to replace an obsolete Diesel engine with an age of 20 years with modern equipment and erect a small automatic pumping station.

The item of $10,000 is to conduct exploration work in glacial drift on the two projects before-mentioned to determine the best location for wells for additional supply.

The item of $30,000 for pipe-line extensions has turned out to be far too small.

F. Work which is essential for defense purposes, including defense housing, and community interests should be listed as follows:

| Facility | Estimated cost | Source or basis |
|---|---|---|
| Previously stated | $200,000 | |
| Pumping stations, Diesel engines, 30 small pumping stations, pumps and wells. | 550,000 | Chief engineer. |
| Additional new mains, hydrants, valves, meters, etc | 245,000 | Chief engineer. |
| Additional 30-inch pipe line | 130,000 | Chief engineer. |
| Covering old high service reservoir | 45,000 | Chief engineer. |
| Total | 1,170,000 | |

The item of $550,000 covers the development across the Southington Valley in construction of additional well supply on the Whigville pipe line.

The item of $245,000 covers anticipated pipe lines in the distribution system, meters, valves, hydrants, and other necessary materials.

The item of $130,000 covers the cost of a 30-inch main pipe to bring the water to be pumped out of the Southington Valley direct to the clear water basins of the filtration plant and save the cost of pumping from our Shuttle Meadow Reservoir and the cost of filtration.

The item of $45,000 is to cover an existing 3 million gallon open reservoir which is now not in use. The reason for covering this reservoir is to protect the filtered water and to prevent the growth of algae. This reservoir was temporarily put out of use because its elevation would not service the high section of New Britain. It was replaced with a standpipe raising the flow line from elevation 413 to elevation 506. This 3 million gallon reservoir is now connected to the low service side of the city and when covered it can be put into service. It is circular and is 213 feet in diameter.

IV. *Sewage Treatment and Disposal* (*Davenport and Town Home*):

A. Are present facilities for sewage treatment and disposal adequate?
(Check one) Yes __________ No __________

* * * * * * *

V. *Sewers:*

A. Is the project connected to a sewer system? Yes ______ No: x.

B. If not, list:

1. Distance of project from nearest sewer main: One-fourth mile.
2. Cost of extending sewer lines to project: $22,000.
3. Source or basis of cost estimate: Sewer Department, Department of Public Works and City Engineer.

C. Are plans or negotiations under way for providing any of the above? If so, describe: No.

D. Remarks: If city is required to provide these sewer lines out of own funds, the sewer department will be required to close down during the year 1942 for lack of funds.

VI. *Garbage and Refuse Disposal* (*Davenport and Town Home*):

A. Are present facilities for collection and sanitary disposal of garbag*x*, refuse, and trash adequate? (Check one.) Yes ______ No: x.

B. If not, describe the additional facilities needed: Incinerator.

C. Annual cost of additional garbage disposal facilities: $250,000.

D. Source or basis of cost estimate: City engineer, department of public works.

E. Are plans or negotiations under way for providing any of the above? If so, describe: No.

F. Remarks: Increase of workers will force closing of city dumps as a precautionary health measure. Annual permanent cost to city if Government of United States provides this facility will be not less than $80,000, as city will be forced to collect ashes and rubbish.

VII. *Hospitals.* (See Town Home.)

* * * * * * *

VIII. *Clinics.* (See Town Home.)

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IX. *Streets and Access Roads:*

A. Are present streets and access roads adequate for the defense housing project? (Check one.) Yes ______ No: x.

B. If not, describe:

1. Additional streets needed, six streets to be paved.
2. Additional access roads needed, Stanley Street widening and resurfacing from Allen Street south to Elm Street.

C. Give the estimated cost of each of the above (include source or basis of estimate).

Facility: Six streets; estimated cost: $57,200; source or basis: City engineer.
Facility: Stanley Street; estimated cost: $32,000; source or basis: City engineer.

D. Are plans or negotiations under way to provide any of the above? If so, describe: No.

E. Remarks: City without funds to do this necessary roads, all of which are necessary to successful operation of this project.

X. *Recreational and Welfare Facilities:*[1]

A. Are the present recreational and welfare facilities adequate for the residents of the defense housing project? (Check one) Yes ______ No X

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[1] Including playgrounds, play fields, community centers, nursery schools, kindergartens, day nurseries, athletic fields, libraries, swimming pools, bathing beaches, other sport areas, and any other type of facility providing community recreation and welfare services.

B If not, describe additional recreational and welfare facilities needed for residents of the project: Increased playground facilities, and acquisition of athletic field, and necessary equipment.

C. Give the estimated cost of each of the above (include source or basis of estimate).

Facility: Playground and equipment; estimated cost: $25,000; source or basis: School and park departments. Facility: Athletic field; estimated cost: $20,000; source or basis: Park department.

D. Are plans or negotiations under way for providing any of the above? If so, describe: No.

E. Remarks: Project makes all present playgrounds in the area insufficient in a very large degree. Land for athletic field would have to be purchased or leased.

XI. *Other Facilities Required.*

## TESTIMONY OF HON. GEORGE H. COYLE—Resumed

The Chairman. Mayor Coyle, we would like to have you touch upon the high spots that you want to bring out at this time.

Mayor Coyle. We have two problems in connection with our defense program. New Britain has been designated as a defense city by the President of the United States. Most of our work is secondary in connection with defense, although we do have two factories engaged directly in primary production.

Our problem is twofold. We have a problem in connection with defense housing, one unit of which is under construction and another scheduled to begin construction in about 6 weeks.

The other problem is the one of community dislocations caused by the defense program.

### DEFENSE HOUSING IN NEW BRITAIN

I would like to speak briefly on these defense housing projects and how they affect us and our facilities.

All our facilities have been overtaxed. One of our projects is known as the Davenport project. It is a defense housing unit to take care of 300 families. Fortunately, our schools are all right. We can handle that project as far as schools are concerned.

The Chairman. But your housing problem is your No. 1 problem?

Mayor Coyle. Yes. New Britain, like all other cities in Connecticut, has gone through a period of hardship for the last few years and although our financial condition at the present time is very satisfactory and quite sound, and we borrow money at very favorable rates, yet we feel that we have gone about as far as we can go in our borrowing.

We have cooperated with the Government in all its programs—the W. P. A. program and the public works program and all other programs—but we feel that in the case of national defense, things are required of us, the cost of which should be borne by the Nation as a whole. We believe that our share of the cost should be proportionate to our share in the general set-up and to our size.

The Chairman. In other words, Mayor, there is nothing exceptional in your situation aside from the need to get New Britain into the general picture. The committee has just come from San Diego, which has an additional population of 100,000. The point is simply this: There comes a time when the States and cities just can't carry the financial load because of the increased responsibility.

Mayor COYLE. That is correct.

The CHAIRMAN. Wherever we go we hear substantially the same testimony and I think we understand the problem.

Mayor COYLE. If it is all right, sir, I would like to give you some figures quickly.

The CHAIRMAN. Go ahead.

Mayor COYLE. To put our water supply system in proper order to take care of the situation under this program, would cost the city $1,170,000.

The CHAIRMAN. That is almost parallel with the situation in San Diego.

Mayor COYLE. To take care of the garbage and refuse disposal would cost at least $250,000.

### POPULATION INCREASE AROUND 5,000

The CHAIRMAN. Let me interrupt you: What is the population of New Britain?

Mayor COYLE. About 72,000.

The CHAIRMAN. And how much of an increase in population have you had on account of the defense program?

Mayor COYLE. Well, I can only guess at the figure.

The CHAIRMAN. That is all we want.

Mayor COYLE. I should say 5,000, and it is increasing all the time. And we must bear in mind that many workers who have come to our city haven't brought their families as yet, but will do so as soon as the thousand units of defense housing are completed. It will cost us for one project alone $122,000 to take care of sewers.

Mr. ARNOLD. Are these figures you are giving, Mr. Mayor, the cost over and above your normal costs?

Mayor COYLE. Yes. Now, the incinerator will have to be built at a cost of $250,000. That is a round figure, and we estimate that the city of New Britain will be required to spend annually from now on $80,000 to maintain it; this will impose a great hardship upon us if we have to build it and maintain it.

### NEED ISOLATION HOSPITAL

We need an isolation hospital in New Britain as a result of the tremendous growth of the population of Hartford. For years Hartford has allowed New Britain to use its isolation hospital, which is a part of the Municipal Hospital of Hartford.

The CHAIRMAN. How far is New Britain from here?

Mayor COYLE. Eight or 10 miles. During the past few years Hartford has served notice on us that they not only don't care to have our patients, but they have also increased the rates. They can't help that. That is not done in an unfriendly spirit. It is just necessary. They haven't the facilities, and we feel that the least we can get by on is a 60-bed hospital. We would then be in a position to serve the surrounding communities. That would cost, conservatively, $200,000.

We need a mental hygiene clinic in New Britain. We feel that disorders arising out of fear of war, perhaps from actual participation and what may follow, will require that the city have a mental hygiene clinic if possible. The only figures we have on that project indicate that it would cost in the neighborhood of $7,500 a year to operate.

### MUST PAVE SEVEN STREETS

In connection with the first defense housing project, now under construction, it is necessary to pave six approach streets. We feel that it is also necessary to repave Stanley Street, which runs in front of the project. To pave those seven streets will cost $89,000. We haven't the money to do it.

To provide the necessary recreational facilities for the Davenport project will cost $45,000. Those would be provided in an additional area at the school. Fortunately the school there is large enough to take care of the needs.

The CHAIRMAN. What you are saying, Mayor, is that these problems and expenses would not be present were it not for the fact of this national-defense program?

Mayor COYLE. That is correct. I would like to modify that in this respect: That the day might come when we would have to build the incinerator. But certainly the need for it has been greatly accelerated by the building of these housing units. That is a great many units for a city the size of New Britain, and on top of that, of course, we have a slum-clearance project that is nearing completion. That is a 250-unit project, which makes it absolutely necessary to proceed with the building of an incinerator, and after we get it built it is going to cost us $80,000 a year to maintain it, which is equivalent to about nine-tenths of a mill on our tax rate.

### FIRE AND POLICE DEPARTMENT NEEDS

Now, in addition to that, I may add that our fire-fighting apparatus isn't sufficient for these two projects.

We have a fire house which is located adjacent to the first defense housing program, but its equipment isn't sufficient. We need a new pumper. That will cost $11,000. In the area where the new defense units are to be built we have a 250-gallon pumper which is wholly inadequate. That must be replaced, and that will cost us $11,000.

Our police facilities are not sufficient. We will now be required to police these defense housing areas by something more than the patrol service in an automobile. It is entirely likely that we will have to increase the personnel of our police department. That is being given consideration. If that is necessary our police quarters will have to be enlarged. Even now they are inadequate. We can do one of two things, build new quarters or enlarge the present ones. We don't believe the latter course to be economically advisable. In any event, if we go into that it means another $250,000. Also, we have got to move a fire house, and that will cost $70,000.

The amount of money required to put New Britain in shape runs into four or five million dollars, and we haven't got the money, and there is no such money in sight. We have already appropriated $200,000 in an attempt to increase our water supply. That amount is only a drop in the bucket. It will help but it won't meet the needs.

### FUNDS FOR SEWERS INSUFFICIENT

The same is true of our sewers. Now, we are willing to build sewers for these defense housing units in cooperation with the Federal Government, but if we build these sewers, at the end of this year we will have no money. We won't be able to operate next year because we operate under funds derived from the sale of sewer bonds which are authorized by the State legislature. This year they authorized us to sell $200,000 worth of bonds. We already have $150,000 of that earmarked and work has begun. That doesn't include the defense areas.

Now, if we include the defense areas we will have used up the $200,000 before the end of this calendar year and we will then have to wait at least 15 months before we get any more money. We can't operate. We have got to make repairs. We have got to put in facilities that are currently required. We have got to continue with our normal requests for sewer extensions. We have got to have supplies; we have got to put in supplies against the day when there may be breaks and things like that.

If New Britain is typical of the Nation at large, $150,000,000 wouldn't begin to solve the problem.

The CHAIRMAN. San Diego is asking for $21,000,000, and California is asking for $50,000,000, and of course that does not touch you people back here on the Atlantic coast. That is one thing that is being stressed in these hearings—the inadequacy of this $150,000,000.

Mayor COYLE. $150,000,000 wouldn't take care of New England.

The CHAIRMAN. You have a gentleman here with you?

Mayor COYLE. Yes; Mr. Elmer Olsen.

The CHAIRMAN. Mr. Olsen, do you have anything to add to what Mayor Coyle has said?

## TESTIMONY OF ELMER OLSEN, CHAIRMAN OF THE PLANNING COMMISSION, NEW BRITAIN, CONN.

Mr. OLSEN. The only thing that I would emphasize very strongly in connection with this defense program is the water supply problem. I think that is a very serious problem for our city. It is going to be absolutely necessary now that we get new wells. [To Mayor Coyle]. Isn't that right?

Mayor COYLE. Yes.

Mr. OLSEN. The factories engaged in defense work are running day and night and are using up all our water. The danger from fire is therefore a very serious one, and something will have to be done.

### RECREATIONAL FACILITIES

Personally, as chairman of the Planning Commission, I am very much interested in the recreational facilities of our city. We have made inquiries into various problems that confront us and we find that our recreational facilities are inadequate. Mayor Coyle made the statement that one of the schools near one of the projects was sufficient, but the junior high school, with an increase of another 100 pupils, would overtax the facilities that we now have. We know that the enrollment of that school will be tremendously increased and additional buildings will be required.

Mayor COYLE. I might add, if I may, that our water storage supply is not adequate to meet the growing needs. In other words, every month we have less water impounded than we had the month before, and there will come a day when we haven't any water left.

The CHAIRMAN. That is all set out in your report, isn't it?

Mayor COYLE. Yes; it is.

The CHAIRMAN. We are going to make a report to Congress sometime in August, and we will include the data you have given us with similar data from other cities.

Mr. OLSEN. That is a very complete report on the water situation here.

Mayor COYLE. I might add that I think Congress should bear in mind that we, for instance, are compelled to put in sewer lines for the defense units now, or they can't operate. Some of them must be ready early in July. We feel that there should be some provision made, by which it will be brought to the notice of the proper authorities that this work is being done in anticipation of reimbursement. If that is not done, we will have to close down.

The CHAIRMAN. Thank you very much, Mr. Mayor, and Mr. Olsen.

The next witness is Mr. T. R. Downs.

## TESTIMONY OF T. R. DOWNS, EMPLOYMENT SUPERVISOR, UNITED AIRCRAFT CORPORATION, HARTFORD, CONN.

The CHAIRMAN. Will you give he reporter your full name, Mr. Downs?

Mr. DOWNS. T. R. Downs.

The CHAIRMAN. And whom do you represent?

Mr. DOWNS. United Aircraft Corporation, Pratt-Whitney division.

The CHAIRMAN. Do you have a prepared statement?

Mr. DOWNS. Yes; I submitted it to the committee 2 or 3 days ago.

(The statement referred to appears below:)

## STATEMENT OF T. R. DOWNS, EMPLOYMENT SUPERVISOR, PRATT & WHITNEY AIRCRAFT, HARTFORD, CONN.

### REPORT ON THE TRAINING PROGRAM AND POINT OF ORIGIN OF EMPLOYEES OF THE PRATT & WHITNEY DIVISION OF UNITED AIRCRAFT CORPORATION

### PART I. TRAINING PROGRAMS

During the summer of 1939 Pratt & Whitney Aircraft entered upon an unprecedented expansion program which continued through 1940 and is still going on at the present time.

Total employment has increased from approximately 3,000 as of January 1939, 6,500 as of January 1940, 13,300 as of January 1941, until the present figure of 18,600 was reached.

In the early fall of 1939 it became apparent that the supply of skilled and semiskilled labor necessary for expanding operations was simply not available and led to the establishment of within-the-plant training for machine operators. It was soon recognized that this method of training interfered too much with production schedules and a little later on, in November 1939, the State of Connecticut established its first 200-hour training course for industrial plants at the Hartford Trade School. This relieved some of the training load, but, due to the rigid machining requirements of aircraft engine production, it became necessary to set up a schooling program which would utilize machines and production methods peculiar to our own requirements.

This was accomplished again with the cooperation of the State of Connecticut and led to the establishment of the defense training center in the Billings & Spencer plant in Hartford. Machine tools and materials were furnished by Pratt & Whitney and the trainees were given instruction by men selected from the plant who qualified as State instructors. These were given leaves of absence from their regular duties and turned over to the State department of education.

The course of training itself consists of a thorough grounding up to a maximum of 320 hours in the use and operation of one specific machine tool, together with related work such as shop mathematics and blue-print reading, which apply directly to the actual production job for which the student is trained. This work is identical to the job the trainee will do in the plant itself—material, operations, and equipment are all duplicated.

The first trainees graduated from this course in October of 1940 and since that time approximately 3,300 have gone through the course and are now employed in the plant.

Capacity of this school is about 1,500 men and it operates 3 shifts a day, 6 days a week. The school absorbs and graduates about 250 men per week. The results of this program have been eminently satisfactory and at the present time about 95 percent of our machine operators come from the Billings & Spencer course. We are convinced that this particular course will supply operators in sufficient quantity and quality to enable us to match strides with the continuing expansion.

### EMERGENCY TRAINING PROGRAM

In addition to the machine operators' training course, the following emergency training programs are in full operation. A brief description and statement of purpose for each follows:

(1) Training course for inspectors: Started February 1941; continuing enrollment 100 men; period of training: 4 weeks; objective: gear inspectors which training enables them to qualify for nearly all types of inspection work. Approximately 350 men have been graduated to date. Qualifications for this training are extremely high and the source of supply is limited.

(2) Engineering drafting course: Started March 17; continuing enrollment of 40 men; period of training: 10 weeks; objective: junior draftmen for the engineering department; qualifications extremely rigid due to severe job requirements; about 25 men graduated to date; again a strictly limited source of supply.

(3) Tool room, experimental machine shop training course: Continuing enrollment of 50 men; period of training: 8 weeks, in addition to time spent in machine operator's course.

(4) Airport Service Mechanic's Course (for machine shop work only): Continuing enrollment of 40 men; period of training: 5 weeks, in addition to time spent in machine operator's course.

(5) Foreman's training program, enrollment: 300 men divided into 75 percent existing foremen and 25 percent candidates for future supervisory work. Period of training: 4 months; conference methods used supplemented by in-plant training.

(6) Training for naval officers on assembly, disassembly, accessories and instruments, manufacturing methods, engine test, service test, inspection, and engine characteristics; period of training: 8 weeks; objective: engineer officers and/or instructional officers for fleet, shore and school stations; continuing enrollment of 25 men.

(7) Part-time extension training course in both engineering and production lines; available to all employees and so arranged that men on any shift can participate. These courses are held with the cooperation of the University of Connecticut, Hillyer Institute and the State Board of Education. Enrollment of about 1,000 students; objective: upgrading; all available at no cost to the student other than purchase of necessary texts. The following training programs are of a long-term nature.

1. *Regular indentured apprenticeship.*—Period of training: 3 years for machinist and 4 years for toolmakers; continuing enrollment: 400 men; qualifications: age: 18–20; high-school graduates in top third class who are qualified in high-school mathematics, chemistry, and physics.

2. *Training for graduate mechanical and industrial engineers.*—Period of training: 18 months; continuing enrollment of 125 men; purpose: to maintain a continuous supply of qualified engineering and productive personnel; special duties assigned in production and engineering departments.

The above summarizes the various training programs of this company in its effort to provide personnel sufficient to cope with the national defense effort. We feel confident that by means of this training we shall be able to secure both the quality and quantity necessary to handle still further expanded production schedules.

### PART II. POINT OF ORIGIN OF PRATT & WHITNEY EMPLOYEES

Pratt & Whitney Aircraft has always followed a standard policy of giving preference to Connecticut residents who were qualified for jobs here. This policy is naturally continuing at the present time, but it has been noticeable for the past several months that the proportion of out-of-State applicants has been steadily increasing. This condition appears to be a natural one since it is known that a definite shortage of qualified men exists in Connecticut at the present time.

The trend seems to indicate this decrease in Connecticut applicants rather than an abnormal increase in out-of-State applicants.

Due to a number of high-grade shops of established reputation, the Hartford area has been a focal point for men versed in the machine trades for a great number of years and has always drawn recruits from all over New England and New York State. Consequently, this area has always furnished the vast majority of employees and has been considered as a normal recruiting area. It appears that the arbitrary State line in a section of the country as comparatively small as New England and New York should not be considered a handicap to any qualified man. At the present time about 95 percent of our applicants come from this section.

We have from 8,000 to 9,000 applicants per month and are hiring at a rate of 1,400 to 1,500 of whom more than 96 percent come from the New England-New York area.

During the week of May 26, an accurate record was made of all applicants and all those hired as regards their home State. A summary of this tabulation is attached, as well as a summary of the present place of residence of our employees and the approximate number of miles they must travel each day to get to work.

Of the total number of applicants during the week of the survey only 242 appear to have moved to Connecticut temporarily while in search of work, but the bulk of these were from the New England-New York area and in all probability return home if unable to secure employment. It might be well to point out that none of this area is more than a day's traveling time from Hartford.

The chart shows the diversification in area of all applicants between May 26 and June 2 who answered the following questions:

| | In what State is your home? | In what State do you live now? | In what State did you last work? | Did not work | Apparent number of migrants to Connecticut seeking work |
|---|---|---|---|---|---|
| Connecticut | 595 | 837 | 584 | 15 | 242 |
| Massachusetts | 385 | 359 | 377 | 7 | |
| New York | 216 | 159 | 241 | 5 | |
| Maine | 77 | 23 | 60 | | |
| New Hampshire | 106 | 86 | 99 | | |
| Vermont | 54 | 34 | 47 | | |
| Rhode Island | 37 | 35 | 44 | | |
| Pennsylvania | 43 | 14 | 27 | | |
| Texas | | | 1 | | |
| Wisconsin | 4 | | | | |
| Florida | 4 | | 10 | | |
| Indiana | | | 1 | | |
| California | 1 | | 4 | | |
| Kansas | 4 | | 2 | | |
| North Carolina | 5 | 2 | | | |
| West Virginia | 2 | | | | |
| South Dakota | 1 | | | | |
| New Jersey | 1 | 1 | 11 | | |
| Ohio | 2 | | 2 | | |
| Canada | | | 1 | | |
| Virginia | | 2 | 1 | | |
| Illinois | 5 | | 2 | | |
| South Carolina | 2 | | | | |
| Nebraska | 4 | 1 | 1 | | |
| Maryland | 1 | 1 | 3 | | |
| Iowa | 2 | | 1 | | |
| Missouri | 3 | | 8 | | |
| Total | 1,554 | 1,554 | 1,554 | 27 | 242 |

*Summary*

| Total number of applicants | Number from Connecticut | From Connecticut | Number from New England-New York, excluding Connecticut | From New England-New York, excluding Connecticut | Number from out of area | From out of area | Number from out of State | From out of State |
|---|---|---|---|---|---|---|---|---|
| | | *Percent* | | *Percent* | | *Percent* | | *Percent* |
| 1,554 | 595 | 38.2 | 875 | 56.3 | 84 | 5.5 | 959 | 61.8 |
| Total number hired, 367 | 133 | 36.2 | 220 | 59.9 | 14 | 3.9 | 234 | 63.7 |

The following are approximate percentages of Pratt & Whitney employees located in the given areas. The percentage figures were derived from a survey made December 5, 1940 on 11,200 employees.

| Area: | *Approximate number of employees June 2, 1941* |
|---|---|
| Hartford, 52.5 | 9, 450 |
| East Hartford, 16.0 | 2, 880 |
| Manchester, 12.8 | 2, 304 |
| Massachusetts, 4.6 | 828 |
| Windsor, 4.3 | 774 |
| New Britain (Bristol), 3.5 | 630 |
| Glastonbury (Meriden), 3.2 | 576 |
| Middletown, 1.4 | 252 |
| Southern Connecticut, 1.0 | 180 |
| Willimantic (Stafford Springs), .7 | 126 |
| Total | 18, 000 |

*Break-down of distances traveled (one way) by employees*

| Miles distant: | *Number of men* |
|---|---|
| 1–10 | 14, 760 |
| 10–20 | 1, 917 |
| 20–30 | 315 |
| 30–40 | 594 |
| 40–50 | 414 |
| Over 50 | 120 |

## TESTIMONY OF T. R. DOWNS—Resumed

The Chairman. Perhaps it would be better to proceed now by asking you questions. The committee is interested in the training program now in operation at the Pratt-Whitney plant. Will you enlarge upon that? I would like to suggest that you tell the committee when the program was begun, and the types of skills taught, and the length of the training course, and whether employees are given further up-grade training on the job?

Mr. Downs. Yes, sir. In the latter part of 1939 a shortage of skilled labor became pretty apparent to us, and we realized that there was a considerably enlarged production schedule on our hands, and we had to do something about a training program.

The first move in that direction came at the time of the French orders. A new building was built, and in order to staff that building our first attempt in training was to hire roughly one extra man for every machine. In other words, we had two men on one machine. the regular operator and the trainee who was observing and trying to learn that job.

The machinery and the equipment in the new addition duplicated the equipment in the old building, so as the new building was being built the men were being trained in the old one, and as the new equipment came in, the men were moved over, having been trained as well as possible under those circumstances. But we realized that that was not adequate nor the proper method of training.

### TWO-HUNDRED-HOUR COURSE

Shortly after that the State of Connecticut instituted the so-called 200-hour training courses. I believe the first one started in the Hartford Trade School and utilized the trade-school equipment. That was of considerable help to us. The boys were put through these training courses away from the plant and then placed on jobs in the plant upon completion of their courses. But as the expansion grew it became evident that the facilities of the trade school were not adequate for training people for our particular class and type of work.

### BILLINGS & SPENCER COURSE

Trade schools just didn't have the machine tools and the equipment to do it. In cooperation with the State of Connecticut the Billings & Spencer training course was established. Space was rented from the Billings & Spencer plant here in Hartford; equipment, machine tools and instructors, materials and everything necessary for the operation of the school were taken directly from the plant and set up in the Billings & Spencer school.

There the boys are trained in an eight-weeks course, roughly 300 hours, and they are trained on exactly the same type of machines, and the same methods of operation that are used in the plant itself. They are given their related work, their blueprint reading, micrometer reading, and so forth.

The equipment that they work on, the equipment that they use is, as I say, exactly the same as that used in the plant. The materials and the jobs themselves, the operation, is actually in miniature a reproduction of the plant itself, and in that manner we are able to train and provide men in order to keep up with our expansion program.

The school has turned out already approximately 3,300 trainees who have been graduated into the plant, and the first of those came out in October, I believe, of 1940. Since that time we have put in about 3,300 boys. It has a capacity of about 1,500.

### STATE PAYS TEACHERS

Mr. CURTIS. I may not have been following your statement as closely as I should have been, but do you get any direct subsidy from the Federal Government or any other governmental agency for this training program?

Mr. DOWNS. We provide all the instructors and the State of Connecticut pays them. They are certified by the State Department of Education.

Mr. CURTIS. What do you suppose the cost is to the State to educate those 3,300 boys?

Mr. DOWNS. I don't know; I couldn't give you the answer to that.

Mr. CURTIS. It would be just the salary of the instructors?

Mr. DOWNS. Primarily the salary of the instructors. We pay the rent and light, and so forth, over there.

### TRAINEES GET 50 CENTS AN HOUR

The CHAIRMAN. How do the boys maintain themselves?

Mr. DOWNS. They are paid while they are in the school.

Mr. ARNOLD. What wage are they paid?

Mr. DOWNS. Fifty cents an hour while in training.

Mr. ARNOLD. Of course, with the vast expansion you have undergone, your employees have been given an opportunity to advance. Do you give them instruction looking toward up-grading?

Mr. DOWNS. Yes; up-grading is going on continuously through the entire plant. As the men develop on the jobs in the shop they are watched pretty carefully and those who show any marked abilities are moved along as rapidly as possible.

### RECRUITING METHODS

Mr. ARNOLD. Your trainees came from outside the State of Connecticut?

Mr. DOWNS. Yes, they do.

Mr. ARNOLD. Would you tell the committee what recruiting methods you employ in obtaining desirable men?

Mr. DOWNS. We haven't had to use anything along the line of recruiting methods, if you mean by "recruiting," advertising or sending people out to find employees. We never have done it.

We are perhaps in a fortunate position so far as that is concerned because the aircraft industry itself has a very definite appeal to a great many people and particularly to the younger element. The number of applicants over there has showed no signs of decreasing whatever.

### AGE, SEX, RACE SPECIFICATIONS

Mr. ARNOLD. What are the specifications as to age, sex, education, race, and nationality?

Mr. DOWNS. The only age specification for trainees is that they be at least 18 years old. There is no top age limit on it. We put men 55 and 60 years old in the schools as well as the younger element, though, of course, the younger fellows predominate.

As to sex, they are all men. We don't employ women except in a very few jobs in the shop. High school graduates are preferred. We have been very careful to select the very best quality that we could get because we feel that it is very definitely a paying proposition to have as superior a labor force as possible.

The boys have to pass certain mathematical tests before they are admitted to the school and failing those, they are not taken in.

As for nationality or race, there is no particular attention paid to that. We pretty much take them as they come.

### HIRE 18,600; 25 NEGROES

Mr. ARNOLD. How many employees does Pratt & Whitney have, and what percentage of them are Negroes?

Mr. DOWNS. Well, at the present time we have about 18,600 total. Of those we have approximately 20 or 25, I believe, colored boys who are working in the United Aircraft cafeteria.

Mr. ARNOLD. You have none on the machines at all?

Mr. DOWNS. None.

Mr. ARNOLD. Of course, you know it has been charged frequently that Pratt & Whitney discriminates against qualified Negro workers. Would you care to discuss that?

Mr. DOWNS. Well, I can only say that we follow pretty much the same policy as the United States Navy.[1]

Mr. ARNOLD. Do you anticipate any change in that policy?

Mr. DOWNS. We are observing the results of the fellows who are in the cafeteria, and to date they have not been satisfactory.

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[1] See Trenton Hearings, testimony of Martin F. Burke. Mr. Burke, personnel director of United Aircraft Corporation, Hartford, appeared at the Trenton hearing of the Committee on June 27 "to clarify what he [Mr. Downs] said" on the corporation's policy in regard to employment of Negroes.

Mr. ARNOLD. We have been told that you attempt to keep a balance in your labor force of workers of different nationalities or origins or background. How frequently does the corporation check its records on that aspect of the labor force?

Mr. DOWNS. That question has arisen. About a year ago we naturally were very much interested in the national break-ups of the men in the plant, and in September of 1940 we made our first survey. At that time we had almost 11,000 employees and I have here in this supplementary report the complete break-down of all the nationality groups.

It is our purpose to make these surveys on a regular basis, but the first survey was made mechanically. In other words, we had to go through our complete file manually. At the present time we are setting up a system brought out by the I. B. M. key punchcard which will enable us to tabulate that data quickly and effectively.

That survey is not yet complete, and I don't think it will be for 3 or 4 weeks, but on completion of that we will be able to give up-to-the minute figures on request or at any given time. It is our intention to make a survey of that sort at least every 6 months, simply to keep informed as to what the various divisions are as regards racial origin.

Mr. ARNOLD. Do you find that plan very satisfactory?

Mr. DOWNS. It will have to be tied to the general break-down of the nationalities, I think, in this locality. It would appear that that is the most logical method of handling it, and to be governed more or less by the break-up in the community itself.

Mr. ARNOLD. Don't you ever have any trouble with national prejudices or friction with such a balanced labor force?

Mr. DOWNS. No; we haven't. We have had no trouble of that sort at all.

### WHITES, NEGROES GO TO SCHOOL TOGETHER

Mr. ARNOLD. Now, getting back to the employing of Negroes: It has been stated that in Connecticut the white workers would object to working alongside Negro workers, but the Negroes and whites go to school together in Hartford, and this committee has ascertained that in the steel mills and iron mines of Alabama they work together and on the assembly line of General Motors and Ford. Why can't they work in harmony in Hartford and the remainder of Connecticut?

Mr. DOWNS. I frankly don't know the answer to that. The only thing that I think I can say on that is that we, of course, have been through an extremely hazardous period during the past year and a half or 2 years. We have done an awful lot of work over there. We have been extremely careful in the selection of our employees, and I think we have been entirely justified in the sense that so far as I know we are today the only aircraft company in the country that is actually considerably ahead of schedule. We are pretty proud of that. We think our first job is to get out engines just as fast as it is humanly possible to get them out.

That may be an evasion of the question, but we would hate to do anything that might tend in any way to disrupt the pretty fine working of the plant at the present time.

Mr. ARNOLD. And to your knowledge the Connecticut Manufacturers' Association has not taken any steps or does not plan any steps toward compliance with the President's request and Mr. Knudsen's request and Mr. Hillman's request that all labor receive, including Negroes and other groups, employment without discrimination?

Mr. DOWNS. I haven't heard anything from the Manufacturers' Association on it.

### PAY ROLL UP FROM 4,500 TO 18,600

Mr. ARNOLD. How many millions of dollars of defense contracts does the Pratt-Whitney plant have?

Mr. DOWNS. I couldn't give you an accurate answer to that; I don't know.

Mr. ARNOLD. You don't know, then, how many millions the Connecticut Manufacturers' Association has?

Mr. DOWNS. No, sir.

Mr. ARNOLD. I guess it is well over a half billion dollars.

Mr. DOWNS. I imagine so. I believe we are around $300,000,000. That is purely a guess.

Mr. ARNOLD. Would you give us your total employment now, and what it was in September of 1939?

Mr. DOWNS. Yes, sir; it is 18,600, and in September it was 4,500.

Mr. ARNOLD. And you expect, of course, future increases—you are building another plant?

Mr. DOWNS. Yes, sir; there is another large addition being built at the present time, which we expect will be completed in the early fall—I would say around September 1.

Mr. ARNOLD. And that will employ 6,000 or 7,000 additional?

Mr. DOWNS. About 5,000 or 6,000, I would say, before the end of the year.

Mr. ARNOLD. That is all, Mr. Chairman. I think perhaps Dr. Lamb has a question or two he wishes to ask.

### FOLLOWS NAVY, NOT NAVY YARD

Dr. LAMB. You said something about following the policy of the United States Navy?

Mr. DOWNS. Yes.

Dr. LAMB. Would you care to enlarge on that so as to show what your policy is?

Mr. DOWNS. Well, we don't employ colored people in the shop.

Dr. LAMB. And I take it from what you say that that is also true of the Navy?

Mr. DOWNS. As I understand, it is.

Dr. LAMB. Of the navy yard?

Mr. DOWNS. Not the navy yard, but the Navy itself.

Dr. LAMB. That is all.

### BELIEVES NEGROES LAG IN MECHANICAL ABILITY

Mr. CURTIS. I would like to ask a question that is based upon a feeling that Negroes are not mechanically as adaptable as the white race.

Mr. DOWNS. We believe that to be true.

Mr. CURTIS. Does the company have any motive or desire to discriminate against one race for the pu pose of merely discriminating?

Mr. Downs. None whatsoever; no, sir. We are only interested in a man's ability and not what his creed may be or his religion or his nationality or anything else.

Mr. Curtis. Have you made any observations as between various nationalities as to their mechanical ability?

Mr. Downs. That is a difficult question. You would have to generalize a great deal on it. We have found that, generally speaking, the Yankee boys are pretty good mechanics. The Swedes, the Germans, the Poles—all of those people are pretty good, steady industrial workers.

Mr. Curtis. You believe, however, that there is a slight variance between them, although it would be quite difficult to chart it up? Is that true?

Mr. Downs. Yes, it would be, because you would have to bring it right down to individual cases, I think.

### FEW FARM BOYS EMPLOYED

Mr. Curtis. Do you employ many farm boys from the Middle West?

Mr. Downs. Very few.

Mr. Curtis. Do those you have hired turn out to be good mechanics?

Mr. Downs. I couldn't say. I don't know that we have any farmer boys from the Middle West. I suppose there are a few, but they are in such a distinct minority it would be difficult to find them. I would say this, that we made a very exacting survey of all of our applicants—the total number of our applicants over a period of time—and we found that better than 95 percent of our applicants came from the New England States and the New York area, which we have always considered as a normal drawing ground for this particular locality. We have very few applicants coming from any great distances.

Mr. Curtis. You don't know whether the boy with a background of tractor experience, and probably trucks and that sort of thing, has any advantage?

Mr. Downs. Yes; they do. In the training programs boys who are brought up on farms and know how to use their hands and how to work usually are very adaptable to machine work and under proper instruction and training work out very nicely.

Mr. Curtis. That is all.

The Chairman. Thank you very much, Mr. Downs.

Our next witness is Mr. Pinault.

## TESTIMONY OF WILLIAM T. PINAULT, MIGRANT WORKER, AND HIS WIFE, MARY, OF HARTFORD, CONN.

The Chairman. Your name is William Pinault?

Mr. Pinault. Yes, sir.

The Chairman. Where do you live?

Mr. Pinault. Eighty-seven Park Street.

The Chairman. How old are you?

Mr. Pinault. Thirty-six.

The Chairman. Is your wife present today?

Mr. Pinault. Yes.

The CHAIRMAN. Will you have her come forward? Will you give us your name, Mrs. Pinault?

Mrs. PINAULT. Mary Pinault.

The CHAIRMAN. Mr. Pinault, where were you born?

Mr. PINAULT. St. Albans, Vt.

The CHAIRMAN. And how long have you lived here?

Mr. PINAULT. I have been here in Connecticut since 1925.

The CHAIRMAN. And have you lived here continuously?

Mr. PINAULT. I have lived in another place, Willimantic, Conn. I was sent down there by the city of Hartford Welfare Department.

The CHAIRMAN. How long were you there?

Mr. PINAULT. I was there just about 2 years.

The CHAIRMAN. And what are you doing now?

Mr. PINAULT. I am in the hardening room at Colt Arms.

The CHAIRMAN. And what wages are you receiving, Mr. Pinault.

Mr. PINAULT. Around 49 cents. I have all my receipts right with me if you want to see them.

The CHAIRMAN. How much a month does that amount to?

Mr. PINAULT. Well, that averages $40.49 a week—average it up for 4 weeks in the month.

The CHAIRMAN. Have you any children?

Mr. PINAULT. Yes, sir; I have nine children.

The CHAIRMAN. Only nine?

Mr. PINAULT. Yes, sir.

The CHAIRMAN. How old are they?

Mr. PINAULT. Helen is the oldest and she is 14 and the youngest is 3.

The CHAIRMAN. Are any of them going to school?

Mr. PINAULT. No; my children are not going to school, on account of this business about this house—getting rents for my children—they have been taken out of school.

The CHAIRMAN. Were you married here in Hartford?

Mr. PINAULT. Yes, sir; St. Ann's Church on Clark Street.

The CHAIRMAN. And have you lived in more than one house since your marriage?

Mr. PINAULT. Yes, sir; I have lived on Park Street, 485 Park, and Judge Bailey's mother's house on Prospect Street and 149 Governor Street.

The CHAIRMAN. Where are the children now?

Mr. PINAULT. The children are at the Municipal Hospital.

The CHAIRMAN. Here in Hartford?

Mr. PINAULT. There are eight of them up there and one in Willimantic at my brother-in-law's—Helen, the oldest one is at Willimantic.

The CHAIRMAN. What do you pay for them at the Municipal Hospital?

Mr. PINAULT. They wanted $10 a week for the support of the children, but I couldn't give the $10 a week because I had other bills and other arrangements to make. I couldn't afford it, because I have been taken out of work looking for rents and this and that, and been losing a lot of time.

The CHAIRMAN. Have you tried to look for a house?

Mr. PINAULT. Yes, sir; I went one-hundred-some-odd miles within 2 days in my own car. I have an old piece of junk that I paid $10 for just to run around. I have lost other good jobs on account of looking for a house.

The CHAIRMAN. How long have you been looking for a house?

Mr. PINAULT. I have been looking for a house now for the last 9 months. I have tried hard to get one, too.

The CHAIRMAN. What are you actually paying now?

Mr. PINAULT. I am paying $7 a week. I had to move out of a place up on Lafayette Street where they were charging me $12 a week for just one room.

The CHAIRMAN. Does your difficulty derive from the size of your family—your inability to get a house?

Mr. PINAULT. Yes; that is right.

The CHAIRMAN. They don't want any one with a large family—a family as large as yours?

Mr. PINAULT. That is right. I have been turned down several times on that account.

The CHAIRMAN. Well, in the old days of this country a large family like that was looked upon as quite an asset, wasn't it?

Mr. PINAULT. Yes, sir.

The CHAIRMAN. I remember there were 11 children in my family and in my wife's family there were 12. We are kind of getting away from that idea these days, aren't we?

Mr. PINAULT. It is pretty hard, I guess, to try to place the family.

The CHAIRMAN. But have you been turned down?

Mr. PINAULT. Yes, sir; several times.

The CHAIRMAN. What are you going to do about it?

Mr. PINAULT. Well, I can't do anything about it—that is all. I absolutely have been out looking around for rents—if I could only get a place like that I am willing to pay my rent.

The CHAIRMAN. You are paying $7 a week now?

Mr. PINAULT. That is right.

The CHAIRMAN. With your rent and the cost of taking care of your children that will run to pretty close to $200 a month?

Mr. PINAULT. Yes, sir.

The CHAIRMAN. And you are earning less than that?

Mr. PINAULT. Yes. You figure it out for yourself. I have got every one of my receipts here. I have been out looking for rents and losing a lot of work. I have dropped right down from $40.49 to $32 and $30. That makes an awful drop but if I can get in—if this trouble is ever settled and I can get in a home and get my children there, I can knock out my $60 and $70 a week.

The CHAIRMAN. But the situation now has both you and your wife worried?

Mr. PINAULT. Yes, sir.

The CHAIRMAN. Are you behind in your payments to the Municipal Hospital?

Mr. PINAULT. Yes, sir.

The CHAIRMAN. How much are you behind?

Mr. PINAULT. I am 4 weeks back in payments, 4 or 5 weeks back in payments.

The CHAIRMAN. What are they going to do about that?

Mr. PINAULT. They are going to try to put my children somewhere else, which I don't object to.

The CHAIRMAN. Mrs. Pinault, do you want to say something?

Mrs. PINAULT. Yes. They wrote and told me they were going to put them in the orphan's home. If they go there, they will be committed for 6 months and I wouldn't be able to take them out even if I had a home.

The CHAIRMAN. They would commit them for 6 months?

Mrs. PINAULT. That is what they done before. They tried to do it quite a long while ago. That is why we moved to Willimantic. They wanted to take my children away and told my husband to stay here—didn't care if he went with me or not.

Mr. CURTIS. At that point, whereabouts were they going to put your children in the orphan's home?

Mrs. PINAULT. I don't know.

Mr. CURTIS. Where were the children at that time?

Mrs. PINAULT. The children was with me.

Mr. CURTIS. Where, with you?

Mrs. PINAULT. In Hartford.

Mr. CURTIS. Is there anything involved in this other than a housing shortage?

Mrs. PINAULT. No.

Mr. CURTIS. Was there any other reason why they made the threat that they were going to take the children away from you?

Mrs. PINAULT. No, sir; there wasn't. He wasn't working then. We were on the welfare, and the county was taking care of me and my nine children and my husband's State was taking care of him alone because I had a settlement, they said, and my husband didn't. We tried to fight it, but we couldn't do nothing about it. If I want to have all my children taken away from me I could have done that before, but I kept them all and moved to Willimantic.

Mr. CURTIS. They didn't make any charges that you were not properly caring for them or anything like that?

Mrs. PINAULT. No; my children are well taken care of, as much as I could give them. We couldn't give them any more than we could.

Mr. CURTIS. That is all.

The CHAIRMAN. Have you contacted any welfare agencies about your situation?

Mrs. PINAULT. No; they wrote to me. She called me up Monday, my investigator, and she told me that I owed them $300 already and she says I have to do one thing—I would have to have my children taken out. Yesterday she said that they would have to be taken out of the nursery or they would bring them into court. I don't know how true it is. I haven't heard any more about it. She sent me to a rent, and we went and looked at it and it was already rented. She said if I don't have that rent they will have to do something because they couldn't do it any more.

The CHAIRMAN. Mrs. Pinault, did you receive the following letter from the Hartford Department of Public Welfare, Hartford, Conn.?

Mrs. PINAULT. Yes.

The CHAIRMAN. Which you have just handed to me?

Mrs. PINAULT. Yes.

The CHAIRMAN. Which is as follows [reading]:

June 3, 1941. William Pinault, 87 Park Street, Hartford, Conn.

MY DEAR MR. PINAULT: This is to notify you that you are to remove your children from the Municipal Hospital Nursery within the next few days or it will be necessary to file a petition for commitment on them.

Mrs. PINAULT. That is right.

The CHAIRMAN (continuing):

Please notify Miss Lublin immediately. Very truly yours, Department of Public Welfare, William J. Ryan, superintendent.

You received that letter, did you?

Mrs. PINAULT. I did, sir.

Mr. PINAULT. I have another one in my pocket. They were going to attach my salary. I don't see why they should attach my salary. [Hands letter to the chairman.]

The CHAIRMAN. Did you receive the following letter from the Hartford Department of Public Welfare:

HARTFORD, CONN., *June 13, 1941.*

Mr. WILLIAM T. PINAULT,
*87 Park Street, Hartford, Conn.*

DEAR SIR: To date only $5 has been received by our collection department for your eight children. Unless a payment is made within the next 5 days and unless regular payments are continued, we will give this over to our legal aid department for a lien against your salary.

Very truly yours,

DEPARTMENT OF PUBLIC WELFARE,
WILLIAM J. RYAN, *Superintendent.*

Have you done everything you could to provide support for your children?

Mr. PINAULT. Yes, sir.

Mrs. PINAULT. He has been sick and hasn't been working steady for several days. He has a nervous stomach and goes to the doctor for it and this works him up a lot and he hasn't been working and this week he has 3 days out.

Now, we have been looking for a rent. If we could have got the rent he could have been settled and then he would have worked steady every day; so I don't know what we are going to do.

The CHAIRMAN. Were you ever evicted from any home on account of your children?

Mrs. PINAULT. No, sir.

The CHAIRMAN. Now, you feel if you could get a house at a reasonable rental you could keep your children with you and make a go of it under the salary you are now receiving?

Mr. PINAULT. Yes, sir.

Mrs. PINAULT. We have always took care of them so far, until we were thrown out and then we couldn't do nothing—couldn't leave the children in the street. I wouldn't want my children placed away some place.

Mr. PINAULT. I feel I could handle my family if I had a place to put a roof over their head. You see I have dropped down from $16 a day right down to $14 a day on account of this thing working me up so much that I couldn't make it in time for my job. You know what a hardening room is, I guess, if you was ever in one. There is a lot of heat and this thing working on me and everything, it is kind of a tough proposition.

The CHAIRMAN. Any questions, Mr. Arnold?

Mr. ARNOLD. No questions.

Mr. CURTIS. No questions.

Dr. LAMB. When you went to Willimantic in 1937, was that after you were injured?

Mr. PINAULT. Yes; I was in Willimantic and I was on a W. P. A. job and I got transferred to a construction job and a staging broke and I fell and seven of us got hurt.

Dr. LAMB. And was it after that that the authorities here in Hartford said that you had lost your settlement?

Mr. PINAULT. Didn't mention nothing about that, Dr. Lamb.

Dr. LAMB. They did not?

Mr. PINAULT. No, they didn't. We didn't even know we would have lost it.

Dr. LAMB. But they said you should go back to Willimantic?

Mr. PINAULT. Yes; they said Willimantic wanted me back from Hartford. They wrote to Willimantic and Willimantic said that I have to go to Willimantic to live there if I want any support from them.

Dr. LAMB. Was that after the accident?

Mr. PINAULT. No.

Mrs. PINAULT. No; he was in Willimantic when the accident happened.

Dr. LAMB. Was it at a time when he wasn't working?

Mrs. PINAULT. Well, he was working on W. P. A. then and I don't know, something came up—they didn't need him any more or something happened. Anyway he was out of work a month, I guess, before we moved to Willimantic.

Dr. LAMB. It was at that time that they said that you would have to go to Willimantic?

Mrs. PINAULT. Yes; it was at that time.

Dr. LAMB. Because your settlement was in Willimantic?

Mrs. PINAULT. Yes, sir.

Dr. LAMB. And how old were you when you left Willimantic?

Mrs. PINAULT. I was 10 years old.

Dr. LAMB. And you were not back to Willimantic except on this occasion?

Mrs. PINAULT. On this occasion I have been back.

Dr. LAMB. So the authorities here said that because when you were 10 years old you lived in Willimantic, therefore your settlement was there. I suppose you were born and raised there?

Mrs. PINAULT. Yes; they said that is why, because I was born and raised there, that I should be their case.

Dr. LAMB. And on the strength of that they expected the Willimantic authorities to take care of your children?

Mrs. PINAULT. Yes, sir; they did. My children were all born in Hartford, every one of them.

Dr. LAMB. But because you had settlement in Willimantic they expected Willimantic to support your children?

Mrs. PINAULT. I guess they did—they must have. They tried to make them pay up to the nursery. They wrote them a letter but Willimantic said they didn't have anything to do with us any more.

Dr. LAMB. Recently?

Mrs. PINAULT. Yes; they said I was in Hartford and my children belonged to Hartford—they all belonged there. That is all I know. They couldn't get no money from Willimantic. That is why they charge us for the children.

Dr. LAMB. Otherwise they said the city of Hartford would be responsible for the children?

Mrs. PINAULT. It said they are now.

Dr. LAMB. But because the settlement is supposed by Hartford to be in Willimantic, therefore the authorities here are charging you for the children—is that your understanding?

Mrs. PINAULT. Yes; that is the understanding I got, because when I moved out of my residence they didn't mention about my children. They told me to pay my bills up and try to get on my feet and pay my storage. They didn't mention anything about children. They were up there over a month.

Dr. LAMB. The nursery authorities came at the time you were evicted?

Mrs. PINAULT. The welfare department; yes, sir.

Dr. LAMB. And took your children?

Mrs. PINAULT. Yes, sir.

Dr. LAMB. And said nothing about any expense to you?

Mrs. PINAULT. No; they did not—not a bit. That is how they told me to pay my storage every month, and I never have any answer from the storage people.

Dr. LAMB. Just the storage for your furniture?

Mrs. PINAULT. Yes.

Mr. PINAULT. That runs up to $5 a month and I haven't heard from storage or nothing.

Mrs. PINAULT. It is somewhere. They don't tell me where it was or nothing. They just took my furniture and put it away and I didn't know nothing about it any more.

Dr. LAMB. That is all.

The CHAIRMAN. Thank you very much, Mr. and Mrs. Pinault.

Mr. CURTIS. Mr. Chairman, what I am about to say is no reflection whatever on this lady and gentleman who just testified, because my sympathies are with them; but I would suggest that if there is not a place already provided on our list of witnesses for the day, some welfare worker connected with this agency be called before the committee to tell us about this case.

The CHAIRMAN. We do have a witness from that department who will appear before the committee today. (See testimony of William J. Ryan, superintendent of the Hartford Department of Public Welfare, pp. 5349–5352. See also exhibit B, in material submitted by Russel H. Allen, Reply re case of William Pinault, p. 5329.)

Our next witness is Mr. Russel Allen.

## TESTIMONY OF RUSSEL H. ALLEN, MEMBER OF THE HARTFORD HOUSING AUTHORITY, HARTFORD, CONN.

The CHAIRMAN. Mr. Curtis will interrogate you, Mr. Allen.

Mr. CURTIS. Mr. Allen, will you state your full name?

Mr. ALLEN. Russel H. Allen.

Mr. CURTIS. And what is your official position?

Mr. ALLEN. Executive secretary of the Hartford Housing Authority.

Mr. CURTIS. And when did you become executive secretary?

Mr. ALLEN. I took up my duties on August 28, 1938.

Mr. CURTIS. Do you live here in Hartford?

Mr. ALLEN. I have my home in West Hartford.

Mr. CURTIS. What was your business prior to that time?

Mr. ALLEN. I was in the manufacturing business for 18 years. Prior to that I was in public administration with the New York Bureau of Municipal Research in New York.

Mr. CURTIS. Mr. Allen, I have carefully gone over the entire statement that has been prepared by you and your associates in connection with this housing situation. Do you have a copy of that for the reporter?

Mr. ALLEN. I have a copy in front of me, Mr. Congressman.

Mr. CURTIS. Will you please be sure the reporter gets a copy?

(The statement submitted by Mr. Allen is as follows:)

## STATEMENT BY RUSSEL H. ALLEN, HARTFORD HOUSING AUTHORITY, HARTFORD, CONN.

The Hartford Housing Authority is a public corporation established by the city of Hartford according to the provisions of State law to relieve the shortage of safe and sanitary dwellings for families of low income, eliminate slum conditions, and investigate living, dwelling, and housing conditions and the means and methods of improving such conditions. Its area of operation is confined to the city of Hartford and does not include the suburban towns.

The authority was organized in June 1938, with the appointment of five commissioners:

Chairman, Stillman F. Westbrook, vice president in charge of mortgage investments at the Aetna Life Insurance Co.; vice chairman, William A. Scott, president of the Central Labor Union; treasurer, G. Burgess Fisher, insurance broker; vice treasurer, Bruce Caldwell, attorney; and the Reverend William K. Hopes.

Due to pressure of business activity, Mr. Westbrook resigned and Mr. Berkeley Cox, legal counsel for the Aetna Life, replaced him as chairman. Mr. M. Allyn Wadhams, a building contractor, was appointed to succeed Mr. Fisher after the latter's death.

### PROGRAM OF THE HARTFORD HOUSING AUTHORITY

The program of the Hartford Housing Authority has developed along three lines of activity:

1. The construction of permanent low-rent homes for low-income families and also the construction of medium rental homes for defense workers with the understanding that this latter project can also be used to house low-income families when the present emergency ends.

2. The demolition of unsafe and insanitary dwellings either through the use of the city's police powers or through the purchase of slum property and the elimination of the buildings thereon by the housing authority so that they can be replaced by a new housing project.

3. Cooperation with municipal, civic, and other agencies for the prevention and elimination of unsatisfactory housing conditions in the city of Hartford.

(1) Construction:

| Name of project | Size | Cost | Occupants |
|---|---|---|---|
| | *Units* | | |
| Nelton Court | 146 | $668, 294 | 146 families as of June 11. |
| Dutch Point Colony | 222 | 1, 069, 756 | 134 families as of June 11. |
| Bellevue Square | 500 | 2, 703, 000 | About 100 families by September. |
| Charter Oak Terrace | 1, 000 | 4, 737, 000 | About 200 families by September. |

(2) Demolition: The law requires that the authority eliminate a number of substandard dwellings equivalent to the number of new homes it will build. This can be accomplished either by actual demolition or by bringing substandard buildings up to standard.

In the period from June 1938 to July 1940, 100 dwelling units were demolished and 610 were made standard due to the use of the city's police powers. Since July 1940 there undoubtedly have been more demolitions due to new public-works construction such as roads and highways, but no compilation is available.

Nelton Court and Dutch Point Colony, the first two projects, were constructed on vacant land and therefore did not effect any demolition. Bellevue Square, the third project, located in the heart of the slum area, will mean the demolition of about 350 dwelling units, but since 500 new homes will replace the 350 demolished there will be a net addition to the amount of housing in that section. Charter

Oak Terrace, the defense housing project, involves no demolition. It is apparent, then, that the authority, for the time being at least, has made a net addition to the number of homes in the low and medium rental classifications despite considerable demolition activity in the city.

(3) Cooperation: Cooperation with other agencies for improving housing conditions has taken the form of statistical surveys such as the real property and low-income housing-area studies, the presentation of problems by reports, analyses of the means of coordinating the city's municipal services, of city planning and housing, of decentralization, and of the housing market.

### HOUSING SITUATION PRIOR TO DEFENSE EMERGENCY

(1) In 1935 the mayor's slum-clearance study committee reported that a slum section comprising one-tenth the area and one-fourth the population of the entire city of Hartford had to be subsidized by other better sections because of its low yield in taxes and of the high cost of municipal services—police, fire, health—it required.

In 1939 the low income housing area surveys of the city of Hartford indicated that 3,804 dwelling units, 8 percent of the 44,977 dwelling units in the city were substandard due to bad structural conditions or for lack of essential living facilities. The low-income housing area survey showed that 12,065 families were living under housing conditions detrimental to their general welfare.

2. The surveys also disclosed the existence of a shortage of low- and medium-rental homes. A vacancy ratio of 3.09 percent prevailed despite the fact that 5 percent is considered normal. That shortage was presumably due to the fact that Hartford provides almost all of the medium and low rental housing needed by families in the Greater Hartford area and has had relatively no new construction of rental dwellings within the medium or low rental brackets in recent years. Hartford has a large relatively stable market for this type of rental dwellings due to the presence in the city of the home offices of a number of insurance companies and also due to the presence of its prosperous machine tool industries. There has also been relatively a small amount of building of the single family home variety in the city of Hartford. Most of this type of construction has been confined to the suburbs.

Prior to the defense emergency it is apparent, therefore, that Hartford was experiencing a minor if not acute shortage of dwellings renting for less than $50 a month despite the fact that there was present in the city even then a market for such accommodations.

### CHANGES IN HOUSING SITUATION DUE TO DEFENSE ACTIVITY

1. In July 1940 the personnel of 7 of Hartford's largest defense industries totaled 32,190. It was estimated that by January 1941, this total would be increased by 5,500 additional workers and that by January 1942, it would increase about 14,000 workers. Since the time these estimates were made the national defense program has been accelerated more rapidly than was expected and, consequently, the increase in personnel is likely to be far greater than these figures show. Some 54 industries in Greater Hartford have war orders.

2. The vacancy ratio of 3.09 percent has declined markedly. The following table gives an excellent picture of the extent to which the increase in local employment rolls has absorbed all available vacant units:

| | *Percent* |
|---|---|
| Real property survey, 1938–39 | 2. 09 |
| U. S. Census, first half 1940 | 1. 8 |
| Post office survey, 1940 | 1. 2 |
| Work Projects Administration spot survey, September 1940 | . 6 |

3. Only a slight evidence of an overturn in defense personnel due to the housing shortage has been reported by local defense industries.

4. The major effect of the increase in personnel and of the shortage has been the number of evictions among Hartford residents, the general rent increases, and the discrimination against families with children.

5. In many instances family incomes in the city of Hartford have increased, due either to the fact that the wage earner has changed his employment to a defense industry or to the fact that other members in the family hitherto unemployed have found defense work. Defense industries estimated that the average gross earnings of their workers are about $35. These facts would indicate that the demand for housing in Hartford is still primarily for medium- and low-rental homes.

### HOUSING PROGRAM TO MEET DEFENSE NEEDS

1. A housing program aimed at preventing a shortage due to the influx of defense workers must be planned long before the shortage actually develops. In May 1940 Russel H. Allen, the executive secretary of the Hartford Housing Authority, wrote to the Governor presenting the need for defense housing as he foresaw it, and shortly thereafter the Hartford Housing Authority applied for and received an earmarking from the United States Housing Authority of funds to build 1,000 homes for defense workers. This project is well under way and should be completed by the end of the year.

2. In addition the authority, by postponing demolition activities and by building its three low-rent projects on vacant land has added to the number of low-rental units in the city. While these homes are not generally available to defens workers because the income limits of $1,575 per year and under are for a lower income group, nevertheless, these homes have to some extent helped to solve the problem of the low-income, nondefense worker, who in many cases has suffered more than anyone else from the shortage.

3. Private construction in the greater Hartford area has been extensive, particularly in the suburban towns, but the volume of new rental construction has been small and the rents charged too high for the prevailing market as reported by the defense workers.

## EXHIBIT A. ANALYSIS OF HOUSING SCORES

JUNE 27, 1941.

HOUSE COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION,
*Hartford, Conn.*

DEAR SIR: In the course of the hearing before the above committee on June 25 the question was asked me as a witness how many families we had put in our low-income housing projects with scores of 80 or above. My reply was that I could not state at that time just what percentage this might be but that I would prepare an analysis of the housing scores of the tenants in the two tenanted low-income projects, Nelton Court and Dutch Point Colony, and would file with the committee a statement of this analysis. I am accordingly enclosing herewith such a statement which appears on the attached sheet setting forth for each project the number of families placed in the projects having scores from 0 to 100. It will be noted in each case that we have employees living in the project. These employees are not necessarily placed in the project on the basis of housing score but under the rules of the United States Housing Authority we are allowed to place a certain number of project employees in the project.

In its initial tenant selection the Authority have endeavored to go down to the score of 30, believing that any score from 30 and above represents undesirable and unsatisfactory housing. In placing these tenants those families with the highest scores of substandard housing are placed in the project first. It will be noted, however, that there are in each project a few who have been placed in the respective projects who have a score below 30. All of these families represent families who had actually been evicted by the court and who, due to the extreme and tragic lack of housing in Hartford, had to be taken care of. In fact these were individulas who virtually had no housing accommodations at all.

I also enclose the application form which contains the housing-score sheet which breaks down the factor of substandard housing into 15 heads or items. The maximum scores attainable for each item are indicated on the housing-score sheet. It will be further noted that there two break-downs under each item (I) the basic substandard factors and (II) the other substandard factors, or the primary and secondary factors. The total of each of these two sets of factors appear as the index of the substandard conditions of the housing of the family.

I trust this will be the information which is desired, and if there is any further information which I am able to supply I shall be happy to cooperate to the fullest.

Very truly yours,

RUSSEL H. ALLEN, *Executive Secretary.*

[The enclosure referred to above is as follows:]

ANALYSIS OF HOUSING SCORES OF FAMILIES LIVING IN DUTCH POINT COLONY AS OF JUNE 26, 1941

| Housing score: | Number of families | Housing score—Continued. | Number of families |
|---|---|---|---|
| 0–9 | 2 | 70–79 | 5 |
| 10–19 | 0 | 80–89 | 2 |
| 20–29 | 6 | 90–99 | 0 |
| 30–39 | 27 | Site | 1 |
| 40–49 | 39 | Employees living in project | 5 |
| 50–59 | 42 | | |
| 60–69 | 9 | Total | 136 |

ANALYSIS OF HOUSING SCORES OF FAMILIES LIVING IN NELTON COURT AS OF JUNE 26, 1941 [1]

| Housing score: | Number of families | Housing score—Continued. | Number of families |
|---|---|---|---|
| 0–9 | 0 | 70–79 | 2 |
| 10–19 | 2 | 80–89 | 0 |
| 20–29 | 2 | 90–99 | 0 |
| 30–39 | 50 | Site | 0 |
| 40–49 | 56 | Employees living in project | 1 |
| 50–59 | 19 | | |
| 60–69 | 13 | Total | 135 |

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[1] This total includes 8 families who have signed leases but have not yet moved into the project.

### EXHIBIT B. REPLY RE CASE OF WILLIAM PINAULT

HOUSING AUTHORITY OF THE CITY OF HARTFORD,
*Hartford, Conn., June 25, 1941.*

HOUSING COMMITTEE INVESTIGATING DEFENSE MIGRATION,
*Hartford, Conn.*

(Attention: John W. Abbot, Chief Field Investigator.)

DEAR SIR: During the course of the hearing this morning before your committee one of the members of the committee requested that the case of William Pinault, 87 Park Street, a defense worker at Colt's factory, be investigated to see what could be done for his family to house him in our defense housing project.

On investigation we do not find that this party has ever made an application so that we are communicating with him requesting that he make this application immediately and if eligible, which he apparently is, we will do everything possible to accommodate him in the project.

Very truly yours,

RUSSEL H. ALLEN, *Executive Secretary.*

## TESTIMONY OF RUSSEL H. ALLEN—Resumed

Mr. CURTIS. How many units does the Housing Authority have under construction here in Hartford which will be open to defense workers?

Mr. ALLEN. We have 1,000 units in the defense housing project.

Mr. CURTIS. What do you call that defense housing project?

Mr. ALLEN. We call it Charter Oak Terrace.

Mr. CURTIS. I see by your paper that you expect to have about 200 families in there by September?

Mr. ALLEN. Yes; we went to Washington 2 or 3 weeks ago to see if we couldn't accelerate that schedule, and as a result the contractor has gone on record that he will have the first 200 ready by August 9. I rather feel that that is a little optimistic. I don't believe we will have them by August 9.

Mr. CURTIS. When do you think the entire thousand will be ready?

Mr. ALLEN. According to this schedule which the contractor has given us, it will be November 1. I should say December probably would be more likely.

Mr. CURTIS. When does your extremely cold weather begin?

Mr. ALLEN. We have cold weather here in November.

### LOCATION OF PROJECT

Mr. CURTIS. Where is Charter Oak Terrace located?

Mr. ALLEN. It is bounded on the north by Flatbush Avenue, on the west by Newfield Avenue, and on the east by Chandler Street—in the southwest part of town, virtually in the corner of the southwest area of the city.

Mr. CURTIS. It was built within the corporate limits?

Mr. ALLEN. It was, yes; on raw land.

Mr. CURTIS. When was it started?

Mr. ALLEN. Off-hand I should say 3 or 4 months ago.

Mr. CURTIS. Nelton Court is already completed, is it not?

Mr. ALLEN. That is being completed and being tenanted. I think, as of last Saturday, we only had eleven 2-room apartments still unoccupied, and we are still selecting tenants for those.

Mr. CURTIS. You have a great number of applicants for the 11?

### BIG WAITING LIST

Mr. ALLEN. For the Nelton Court and Dutch Point Colony—Nelton Court having 146 units and Dutch Point Colony having 222—we have had nearly 3,500 applications.

Mr. CURTIS. When was construction started on Nelton Court?

Mr. ALLEN. In February 1940.

Mr. CURTIS. And it is all ready for occupancy?

Mr. ALLEN. Yes.

Mr. CURTIS. And who was the contractor?

Mr. ALLEN. The Chain Construction Co. of New York City.

Mr. CURTIS. When was Dutch Point Colony started?

Mr. ALLEN. About 2½ or 3 months after Nelton Court.

Mr. CURTIS. That would be about April of 1941?

Mr. ALLEN. Yes; around March or April. I don't recall the exact date.

Mr. CURTIS. When was it ready for occupancy?

Mr. ALLEN. It is being tenanted now. We still have 88 vacant units which are being held up because we have found some indication that the plaster work was not satisfactory. We are now having tests and investigations made, and until we are satisfied that either the plaster work will be corrected or that we will get proper recovery, we will not open up the remaining 88 units.

Mr. CURTIS. How long ago was Nelton Court completed?

Mr. ALLEN. Well, the completion date is rather hard to fix. We began to tenant it, as I recall it, along the early part of this year.

Mr. CURTIS. By that you mean about January or February 1941?

Mr. ALLEN. Yes. The completion date hasn't really arrived yet; that is, from the standpoint of accepting the buildings, for there are things still to be done.

Mr. CURTIS. But you started to place people in there in January of this year?

Mr. Allen. That is right.

Mr. Curtis. Who is the contractor for Dutch Colony?

Mr. Allen. Edmund J. Rapolli Co. of Cambridge, Mass.

Mr. Curtis. When will Bellevue Square be completed?

Mr. Allen. We are expecting to get 110 dwelling units open around July 15; the rest is rather questionable, because there are priorities on certain materials and equipment. I hardly think we will meet that date.

### SOME DOUBLING UP

Mr. Curtis. Are you finding that some of your applicants for apartments are young married people who were living with the parents of either the husband or wife, and that when you make an apartment available for them it does not leave an empty apartment elsewhere?

Mr. Allen. I don't think we have many of those but such cases do arise.

Mr. Curtis. There has been considerable crowding here in Hartford?

Mr. Allen. I don't think there is any question about it, particularly among the Negroes.

Mr. Curtis. And the availability of one hundred or one thousand apartments doesn't mean that there will be that many other apartments vacated?

Mr. Allen. Not necessarily. It may simply relieve two families living together.

Mr. Curtis. Then what has been done will merely relieve what might be termed the normal strain upon the housing situation here, aside from the influx of defense workers?

Mr. Allen. I will put it this way: What we are going to make available will not even approach a solution of the problem facing Hartford; it just eases the situation slightly.

### DEFINITION OF "SUBSTANDARD HOUSE"

Mr. Curtis. Mr. Allen, what is a substandard house?

Mr. Allen. We follow there the United States Housing Authority's definitions or schedules. I don't know that I can give you all of them, but a substandard house would be a house, for instance, without any toilet, without a bath tub, in need of major repairs, located in an overcrowded dwelling unit or a bad neighborhood. I should say those are the outstanding points.

Mr. Curtis. By a bad neighborhood you mean a place that is crowded and filthy and that sort of thing?

Mr. Allen. Let us call it a substandard neighborhood. Some people call it a slum neighborhood.

Mr. Curtis. Now, I understand by your report that one-tenth of the area of Hartford and one-fourth of the population is so classified, is that right?

Mr. Allen. Just where is that, Mr. Congressman?

Mr. Curtis. It is on the third page. (In this volume, p. 5327.)

### SLUM-CLEARANCE STUDY

Mr. Allen. Yes; that was the result of a study made by the slum-clearance committee with the mayor back in 1935, when they showed that a certain condition existed among the slum areas, indicating first, that there was inordinate ratio of tuberculosis, juvenile delinquency, and other antisocial factors, and, secondly, that from an economic basis the income to the city was much less than the cost of the services rendered to that district by the city.

Mr. Curtis. That is not the result, then, of a mathematical tabulation of actual visits to individual homes?

Mr. Allen. Of course I had nothing to do with the survey, but I do know that it was a house-to-house canvass, so that it was based upon actual records. I have seen the records. They are now in the health department here in the city.

Mr. Curtis. And you think that that is substantially true?

Mr. Allen. I think that is substantially true because it matches what is found in similar cities of the same size. In fact it is a general condition we find in the older cities throughout the United States.

### MOSTLY TENEMENTS

Mr. Curtis. Are these slum houses or substandard homes largely tenement houses, row houses, or individual cottages?

Mr. Allen. I should say largely multiple family dwellings—tenements, as you may call them—although we do have shacks and double houses, but I should say most of them are in multiple-family dwellings, or tenement houses.

Mr. Curtis. Are they close to the downtown area?

Mr. Allen. Yes; they are.

Mr. Curtis. Now, you mentioned that those places, for instance, had no toilet in the house. Do they use outdoor toilets in those places?

Mr. Allen. Well, we have just acquired some property on the east side of Bellevue Street, which is near the Bellevue Square project where we found that for one floor there was no toilet. We find multiple use of toilets, and it is not only an inconvenience but it is against the laws of decency and morality and everything else.

Mr. Curtis. When you say there was no toilet you mean by that that there was none available for each family?

Mr. Allen. In the unit, that is right.

### SLUMS PAY "HANDSOME" RETURNS

Mr. Curtis. Do these slum properties pay a pretty good rent return to the owner?

Mr. Allen. Yes, they do, to a very handsome extent, and for that reason we have had trouble in appraising some of these properties, because the owners have tried to appraise them on the basis of income, and I think in many cases this income was extracted from the tenants due to the fact that they had no other place to go.

We had one instance, I think, where the landlord got about $400 a month and he paid us as the new owners around $150. The rents were rather high, although he had split up a lot of the apartments and had them overcrowded.

Mr. Curtis. Are most of these slum properties individually owned?

Mr. Allen. Well, I don't know to what extent. I should say most of them, although some are institutionally owned.

Mr. Curtis. Is it a large number of people who own them or is the ownership concentrated in the hands of a few?

Mr. ALLEN. I should say it is a rather broad spread of ownership. At one time I think there was a large amount owned by institutions, say 5 or 6 years ago, but I think these institutions have got rid of them and they have fallen into private ownership.

Mr. CURTIS. What do you mean by institutions?

Mr. ALLEN. Savings banks and building and loan banks. They take them in by foreclosing mortgages.

### VALUE OF LOTS DOUBTFUL

Mr. CURTIS. Will these lots have a high commercial value when the dwellings are removed? Will the property be desirable as commercial property?

Mr. ALLEN. No, I would say not. I think most of our in-town properties that have the blight of substandard character have been held by institutions and private people, hoping that business would finally spread into those areas, when they could sell them for business properties. But the trend of our city has been not outward; it has been upward, so that we have this fringe of properties that have been held, and I think most owners have become realistic now about the real value of these properties which they have been holding, although I don't believe all of them have. So that property, I would say, has had an inflated value.

### COOPERATION OF LOCAL INTERESTS

Mr. CURTIS. What attitude do the real-estate people have in reference to these housing projects?

Mr. ALLEN. Well, when I came to Hartford I felt that the housing program of the Hartford Housing Authority should be known thoroughly by the local interests, because I knew that there was an inherent conflict of interests, and I took very definite steps to give them the information. We apparently did a fairly good job, because the real-estate boards have, I should say, supported us in virtually all the moves that we have made, and they have given us a vote of confidence in the program and in the policy of the authority.

We have called them in on problems which seemed to have complications in which they would be interested, in regard to general real-estate values, and they have been most cooperative, so I feel that we see eye to eye on this.

Public housing is something that real estate interests have always been suspicious of, but I believe they have come to realize it is here, it is a public policy, and the question is of reconciling one set of interests to the other.

### MOST BUILDING IS "PURCHASE PROPERTY"

Mr. CURTIS. Are private interests doing anything to make more houses available for the defense workers?

Mr. ALLEN. Well, I wouldn't have sufficient data to answer that question. It is simply a personal impression. We have had a lot of building in Hartford, and in the environs particularly, through F. H. A. efforts. But this has been purchase property, very little rental property. I feel that rental property is the thing that we need here, but private enterprise does not go into it so readily as they go into purchase property.

Mr. Curtis. The expectation of future housing projects would tend to lessen the interest of private enterprise in rental properties, wouldn't it?

Mr. Allen. Yes, sir; I should feel if I were in the building industry, any addition of public housing would by so much limit the market for rental housing. I think that is true of course, assuming that there is no more need, or no more market.

### ON THE RENT CONTROL BILL

Mr. Curtis. You had a bill in your State legislature to control rents?

Mr. Allen. Yes, sir.

Mr. Curtis. Was it passed?

Mr. Allen. It was not.

Mr. Curtis. I don't think anybody from the city of Washington could raise any criticism against you on that. We have a situation there that isn't so good.

What happened to the bill? Was it ever voted upon?

Mr. Allen. It was not passed. As I understand, it passed one chamber and did not pass the other. I may be wrong on that.

In speaking of rent control—and I am speaking personally now and not for the Authority—I was a member of the national committee which drew up the report on rent control which was got out by the National Housing Officials Association. I worked with that and brought it up to the point where the final legislation was drawn.

### A GOOD PIECE OF LEGISLATION

I felt that our Authority ought to be interested in providing the machinery by which this matter could be handled if and when necessary. The Authority has not been a spearhead in the movement for rent control in Connecticut, but we have thoroughly studied it and we believe that the model act or the model bill, upon which the Connecticut bill was based, was perfectly sound. It had been subjected to a great deal of criticism from all over the country, pro and con, and as a result I think it was a good piece of legislation.

I felt, furthermore—and this is a personal reaction—that serious consideration should be given it, because I think it will come up before a special session of the legislature at some time, together with the reconsideration of the bill which was put into the legislature for the formation of a State housing authority. Now, I won't go ahead on the State housing authority because that is going to lead us off your question, but I would like to say something about that later.

Mr. Curtis. You may proceed and state what you have in mind.

Mr. Allen. The eight local housing authorities in this State have studied this question of the need of housing for Connecticut. As it is today, there are only eight communities that enjoy housing authorities.

### EVERY COMMUNITY NEEDS AN AUTHORITY

We have felt, for the welfare of the State, that every community should have the advantage of some official housing body. Under the present State law a community under 10,000 cannot form a housing authority, so that we felt what should be done was to form a State housing authority whose main function would be, first, to study the State-wide needs, particularly with respect to defense at this time, and later on with respect to recovery after the emergency, but primarily to have in this State an agency through which all of the governmental agencies could work.

As it is now, we have governmental agencies, and plenty of them, coming in and working direct. We feel that all should be cleared through one State body. The local authorities have felt that it was rather amiss not to pass that legislation, and we feel that if any special session is called, those are two things which should have more or less prior consideration in a program for such a special legislature:

First, rent control, and second, the enactment of a bill which would allow the establishment of a State housing authority.

### CONFUSION STEMMING FROM WASHINGTON

Mr. CURTIS. Do you find that there is some confusion encountered by local people, mayors and others, due to the fact that there are several agencies in Washington that deal with housing?

Mr. ALLEN. I do, definitely.

Mr. CURTIS. Some representative comes along and outlines his proposition, and the next one who comes along has a different plan?

Mr. ALLEN. That is right.

Mr. CURTIS. And the result is it upsets them—they do not know which way to turn, or how to handle it?

Mr. ALLEN. That is right. We have had, I think, in a very short period, five or six surveys—so-called surveys—made by different agencies coming in from Washington. They are perfectly all right. We will assume they were not overlapping, though I think they were overlapping to a certain extent. But the point I felt had been overlooked was that after the surveys were made, the local housing authorities were never given access to those figures. Those figures are in Washington. We don't know, for instance, when the F. H. A. makes a survey here, what the results of that survey or the conclusions are, so it doesn't do us any immediate good.

Mr. CURTIS. In other words, you are competitors?

Mr. ALLEN. Well, we are certainly competitors for information. I would say that, Mr. Curtis.

Mr. CURTIS. And for the building of projects, aren't you?

### RENT STRUCTURE A QUESTION

Mr. ALLEN. I think there is a certain competition. Now, for instance, we will have, as I presume, a 500-unit project, which will be built by the F. W. A. in East Hartford. We have another project of some 200 units down in the South Meadows, which will be built by the F. S. A. We have this 1,000-unit defense-housing project out here in the southwest corner of the town. Now, the question is, what is going to be the rent structure? Is East Hartford going to compete with Hartford on rents, or is the South Meadows going to compete? That is going to make a very undesirable and unsatisfactory condition unless we can iron that out.

Now, I have written to the local coordinator asking him to send somebody here and get these three interested parties together and let us work out a reconciled structure for those three.

That just shows one element of competition.

### ALL TENANTS FROM SLUMS

Mr. CURTIS. According to your paper, there are about 146 families in Nelton Court and 134 in Dutch Point Colony, making a total of approximately 280 families?

Mr. ALLEN. Yes, sir; that is right.

Mr. CURTIS. That are already in your housing projects. Can you tell us how many of those 280 families came from the slums—moved from the slums?

Mr. ALLEN. All of them. I would say all came from substandard dwellings, and for the most part those substandard dwellings were located in the slums.

### SCORING METHOD FOR HOUSES

Mr. CURTIS. Do you have just one classification of substandard dwellings?

Mr. ALLEN. No; we have a scoring method. We score each house.

Mr. CURTIS. What is the score of the worst house that anybody lives in?

Mr. ALLEN. It is possible to get a score of 120.

Mr. CURTIS. Is that a good score?

Mr. ALLEN. That is a high score of substandard conditions.

Mr. CURTIS. Now, what is the lowest score anybody ever gets?

Mr. ALLEN. Zero.

Mr. CURTIS. Well, have you anybody living in zero houses?

Mr. ALLEN. You must understand that we go through a house and we have about 18 items in which we break down the points of substandard conditions. They are given a weight, say, of 10 points, or 5 points, so when you add up the total number of points that could be given for substandard conditions, I think you could get a possible 120.

Now, the highest we have had is about 80.

Mr. CURTIS. But you have had some that scored zero?

Mr. ALLEN. Zero means a perfectly good house.

Mr. CURTIS. I thought you meant that was no good at all. Then 120 is a house that is very bad?

Mr. ALLEN. I don't know whether it would be a house at all.

Mr. CURTIS. Do you have any that would score 120?

Mr. ALLEN. It is a theoretical condition.

Mr. CURTIS. Do you have any 100-point houses?

Mr. ALLEN. Eighty is about the highest we have gone.

Mr. CURTIS. Of these so-called slum houses in Hartford, how many of them or what percentage of them, approximately, are scored 80?

Mr. ALLEN. Well, I wouldn't know how to answer that question. We haven't had many that have been scored 80. I should say a very small number.

### MOST SUBSTANDARD HOUSES FROM 30 TO 50

Mr. CURTIS. Have you had many that scored as much as 70?

Mr. ALLEN. Yes, we have had some in the 70's but most of them fall between 30 and 50.

Mr. CURTIS. How many of these 280 families that have moved in your housing units, came from substandard homes that were scored between 60 and 80?

Mr. ALLEN. I can't answer that, Mr. Congressman. I would have to tabulate that for you. I can get you that figure, however.

Mr. CURTIS. Would you care to make an estimate of it now?

Mr. ALLEN. I would be afraid to say.

Mr. CURTIS. Will you get that information for us and submit it for the record?

Mr. ALLEN. I will get it if you desire it.[1]

Mr. CURTIS. Mr. Allen, I am interested in what you have had to say about the apparent competition among various housing agencies of the United States Government and the resulting confusion. In conversation with your Governor last night, I understand that he holds a similar view in regard to the situation. That is all, Mr. Allen.

The CHAIRMAN. Mr. Allen, how would you score a house that had a toilet that wouldn't flush and a bathtub that wouldn't drain?

Mr. CURTIS. I would say that was a Washington hotel.

Mr. ALLEN. The functioning of the pieces of equipment is not so important. What we want to know is whether the equipment is there, and can it be used with a minor repair or a minor adjustment?

Now, if we find a bathtub that has a hole in the bottom of it, or if we find there are not sufficient plumbing connections, or conditions which would tend to make a permanent substandard condition, we would score that equipment as really not available.

### ELIGIBILITY OF TENANT

The CHAIRMAN. Mr. Allen, what makes a man eligible to live in one of these so-called defense project houses?

Mr. ALLEN. Well, he must first be a citizen of the United States. Second, he must have had residence at least a year prior to the time he has made application—residence in the city of Hartford. Third, he must have an income which is within the limits set by the United States Housing Act; in other words, he cannot be earning over five times the rent; his net income cannot be over five times his rent for the year. Fourth, he must live in a substandard home.

The CHAIRMAN. At the time he makes his application?

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[1] See exhibit A, Analysis of Housing Scores, p. 5328.

Mr. ALLEN. Yes, at the time he makes his application.[1]

The CHAIRMAN. We had a case this morning of a man who has lived in Hartford since 1925. He is an American citizen and he has nine children. One of his nine children is living with his sister-in-law in Willimantic. Eight of those children are now in the Municipal Hospital, and he is paying $7.50 a week for each child, which runs over $200 a month, and he is earning a little less than $200.

This man is working for the Colt Small Arms Manufacturing Co. He has been notified he has to take the children out of the Municipal Hospital; he is behind in his payments. He has been advised if he doesn't take the children out, the authorities are going to commit them to an orphan's home. If that is done the family is entirely broken up. What can we do for a man in that situation?

### SOME UNITS FOR LARGE FAMILIES

Mr. ALLEN. He would be eligible for a defense home, I should say, Mr. Chairman.

The CHAIRMAN. Can he get one?

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[1] The following correspondence has been exchanged in clarification of the testimony as it appears above:

[Copy]

JULY 15, 1941.

Mr. RUSSELL H. ALLEN,
*Hartford Housing Authority, Hartford, Conn.*

DEAR MR. ALLEN: It has come to my attention from the transcript of the record of the Hartford hearing that in asking you the requirements for a defense dwelling, you in your answer evidently misunderstood my question. The question and the answer as shown by the record are as follows:

"The CHAIRMAN. Mr. Allen, what makes a man eligible to live in one of these so-called defense project houses?

"Mr. ALLEN. Well, he must first be a citizen of the United States. Second, he must have had residence at least a year prior to the time he has made application—residence in the city of Hartford. Third, he must have an income which is within the limits set by the United States Housing Act; in other words he cannot be earning over five times the rent; his net income cannot be over five times his rent for the year. Fourth, he must live in a substandard home."

If I am correct in assuming that the answer is not responsive to the question, I would appreciate your dictating an answer to the question so that we may insert it into the record as a correction.

Let me take this opportunity of personally thanking you for the many courtesies extended to the staff of the committee during the preparations for the hearing and for your time and efforts in appearing before the committee and offering your assistance.

Sincerely yours,

JOHN H. TOLAN, *Chairman.*

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HOUSING AUTHORITY OF THE CITY OF HARTFORD,
*Hartford, Conn., July 17, 1941.*

Mr. JOHN H. TOLAN,
*Chairman, House Committee Investigating National Defense Migration,*
*Washington, D. C.*

DEAR MR. TOLAN: I have your letter of July 15 and appreciate very much your calling my attention to the apparent inadvertancy of my answer to your question at the recent hearing which you had here in Hartford. It is quite apparent that I misunderstood the import of your question. It is my recollection that we were discussing both slum clearance and defense housing so that I presumed that your question was directed to slum clearance rather than defense housing. The correct answer to your question would be that, in order to be eligible for the defense homes in Hartford, the head of the applicant family must be a citizen of the United States and must be an employee of an industry essential to defense activities.

For your further information the local housing authority is adopting, tomorrow, the initial occupancy preferences in placing the families in the defense homes. These preferences will be applied to the selection of tenants as follows:

1. Applicant families who are now housed in low-rent projects in Hartford and are no longer eligible on account of increased income.
2. Applicant families living in the Hartford area who are without any housing accommodations at all or are about to be evicted for satisfactory reaasons.
3. Applicant families living in the Hartford area in substandard housing conditions.
4. Applicant families who are living in makeshift shelter (tents, shacks, trailers, etc.) in the Hartford area.
5. Applicant families whose heads are commuting over 25 miles from Hartford.

In the selection of families for admission to this project, there shall be no discrimination because of religious, political, personal, or other affiliations.

I trust that the above information will serve your purposes and if there is any other item on which you would like further information do not hesitate to call upon me.

Sincerely yours,

(Signed) RUSSEL H. ALLEN, *Executive Secretary.*

Mr. Allen. I think so, assuming that he is in a defense industry and that he can pay the rent, which I think he can, on the basis of the wages that you have indicated.

The Chairman. Do you think he can with nine children?

Mr. Allen. Well, we have a certain portion of this project where seven and a half rooms can be provided for a family the size of his. It all depends on the age and the sex of the children. If they are young children or infants he could take care of it by putting in the master bedroom a crib, and taking care of a child there. I would say offhand if that were a family with young children in it that we could probably accommodate them in a seven-and-a-half-room house.

The Chairman. Their ages range from 3 to 14 years.

Mr. Allen. And it also depends on the sex. We are finding that throughout the country the housing program has not provided, in many cases, large enough units. In other words, a man with a large family is up against it.

The Chairman. Well, we shall not take up our time any further with this subject, except to ask whether you would have any objection to a member of our staff talking to you about that particular case.

Mr. Allen. I should be very happy to talk to one of your members.

The Chairman. Because it is just such a situation that has us very much disturbed. It means the breaking up of a family, and when we do that, we are striking at the morale of this country, and when we strike at the morale of our country we strike at the national defense of the country.

If you would give that case some attention the committee would be very much pleased.

Mr. Allen. If you will give me the data as you have it—the name and address—I will be very glad to go into it.[1]

### NUMBER OF APPLICATIONS

The Chairman. How many applications have you on file, approximately, for houses?

Mr. Allen. Well, we have around 3,500. Some of those we have placed and some have been found to be ineligible.

The Chairman. In the next week or two, if a member of our committee staff would want to contact you about that individual case, you will give him what information you can?

Mr. Allen. Certainly.

The Chairman. Because there might be some very valuable data that you have that we could include in our report to Congress. You would have no objection to our using that material, would you?

Mr. Allen. Not at all.

The Chairman. Thank you very much, Mr. Allen.

We will take a 5-minute recess.

[A recess was taken.]

The Chairman. The committee will please come to order.

Our next witness is Mr. William J. Ryan.

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[1] See exhibit B, Reply re Case of William Pinault, p. 5329.

## TESTIMONY OF WILLIAM J. RYAN, SUPERINTENDENT, DEPARTMENT OF PUBLIC WELFARE, HARTFORD, CONN.

The CHAIRMAN. Will you state for the record your name and address and official title, and the organization you represent?

Mr. RYAN. William Joseph Ryan, Holcomb Street, Hartford, Conn.; superintendent of the department of public welfare.

The CHAIRMAN. You have submitted a statement that will be included in the record, for which we thank you very much.

(The statement submitted by Mr. Ryan is as follows:)

### STATEMENT BY WILLIAM J. RYAN, SUPERINTENDENT, HARTFORD DEPARTMENT OF PUBLIC WELFARE

On May 1, 1933, the outdoor aid relief case load hit its peak of 4,032 cases. We must remember that during this time, there was no social security program and no work relief program.

On July 9, 1937, our case load hit a low of 1,202 cases and then increased to another peak load on March 22, 1939, of 2,563 cases.

In November 1940 we made an analysis of our case load and on May 2, 1941, we made another analysis which I feel might be of interest to you.

| | May 2, 1941 | November 1940 |
|---|---|---|
| Case load | 1,090 | 1,405 |
| Citizen cases percent | 74 | 73 |
| Alien cases do | 26 | 27 |
| Negroes do | 29 | 24 |
| Whites do | 71 | 76 |
| Suplementary cases (single and family) do | 54 | 57 |
| Direct relief (single and family) do | 46 | 43 |
| Family cases supplementing private employment do | 28 | 29 |

We anticipate that our case load will continue to go down very gradually from this time on until the aid to dependent children law goes into effect. When this law goes into effect (and it was made a law at this last legislature), we anticipate that possibly 200 will be transferred to this other form of public assistance.

Our case load on June 1, 1941, was 924. On June 1, we had a total of 52 male persons available for employment. Of this number, 24 could do light work and 14 were aliens. The women available for employment on June 1, was 71 and out of this number, 17 were aliens, and 11 were able to do light work.

In making the analysis in May 1941, the following figure may also be of interest to you:

| | |
|---|---|
| Percent of direct relief cases employable | 8 |
| Percent of direct relief cases employable excluding light work | 5 |
| Percent of unemployable cases | 50 |
| Percent of unemployable cases including light work | 53 |

#### RENT QUESTION SERIOUS

We consider the rent question in Hartford to be very serious. In December 1940, with our case load about 1,306 cases, we estimated that 250 of our families had some housing difficulty. In some instances where families have been evicted, it has been necessary for members of the family to be separated and in some instances children have been admitted to our municipal nursery because a tenement could not be secured.

Recently, we had a study of one large district division which covers the south end, Park Street area and the section south of Sheldon Street. As you may be interested in the actual amount of rent on these cases I am giving you the following list:

| Monthly Rents: | Amount |
|---|---|
| 1 | $8. 00 |
| 4 | 13. 00 |
| 7 | 14. 00 |
| 16 | 15. 00 |
| 3 | 16. 00 |
| 3 | 17. 00 |
| 11 | 18. 00 |
| 1 | 19. 25 |
| 8 | 19. 50 |
| 15 | 20. 00 |
| 1 | 21. 00 |
| 9 | 22. 00 |
| 1 | 23. 00 |
| 3 | 24. 00 |
| 6 | 10. 00 |
| 8 | 12. 00 |
| 1 | 24. 50 |
| 13 | 25. 00 |
| 1 | 20. 50 |
| 3 | 26. 00 |
| 3 | 27. 00 |
| 6 | 28. 00 |
| Monthly Rents—Continued. | Amount |
| 2 | $29. 00 |
| 5 | 30. 00 |
| 2 | 33. 00 |
| 3 | 35. 00 |
| 1 | 38. 00 |
| Room rents, weekly: | |
| 1 | 2. 00 |
| 1 | 2. 50 |
| 11 | 3. 00 |
| 2 | 3. 50 |
| 4 | 4. 00 |
| 12 | 5. 00 |
| 1 | 5. 50 |
| 8 | 6. 00 |
| 1 | 6. 50 |
| 3 | 7. 00 |
| 1 | 9. 50 |
| 1 | 10. 00 |
| Room and board, weekly: | |
| 1 | 4. 50 |
| 4 | 5. 00 |
| 1 | 8. 00 |

You understand, of course, that we are not paying this amount of rent but this is the amount the landlord expects from the client.

The situation of the Negro families on relief as far as housing is concerned is very serious. Negro families, of course, are limited in the areas in which they can live, and many landlords state specifically they do not want Negro families. Negro persons are also limited in securing employment, as many employers will not consider Negro help. We feel that when Bellevue Square is opened the Negro housing situation should be relieved to some extent.

### LIST OF RENTALS

Below is an itemized list of rentals:

| | Number of rents paid | Average | Amount paid |
|---|---|---|---|
| *1940* | | | |
| January | 1, 450 | $13. 75 | $19, 931. 59 |
| February | 1, 525 | 13. 42 | 20, 469. 55 |
| March | 1, 570 | 13. 33 | 20, 933. 92 |
| April | 1, 522 | 14. 14 | 21, 525. 29 |
| May | 1, 552 | 13. 96 | 21, 666. 79 |
| June | 1, 505 | 14. 22 | 21, 400. 11 |
| July | 1, 456 | 13. 99 | 20, 372. 92 |
| August | 1, 424 | 14. 29 | 20, 355. 17 |
| September | 1, 358 | 14. 15 | 19, 221. 95 |
| *1940* | | | |
| October | 1, 232 | $14. 21 | $17, 501. 06 |
| November | 1, 146 | 14. 60 | 16, 728. 01 |
| December | 1, 107 | 14. 57 | 16, 132. 35 |
| *1941* | | | |
| January | 1, 127 | 14. 78 | 16, 661. 24 |
| February | 1, 129 | 15. 05 | 16, 990. 62 |
| March | 1, 080 | 14. 94 | 16, 139. 82 |
| April | 1, 034 | 15. 22 | 15, 809. 20 |

INCREASES, 1940

| Tenements (per month) | Number |
|---|---|
| $6 to $10 | 1 |
| $6 to $15 | 1 |
| $5 to $10 | 1 |
| $8 to $10 | 4 |
| $8 to $13 | 2 |
| $8 to $15 | 6 |
| $8 to $16 | 1 |
| $8 to $20 | 1 |
| $10 to $12 | 4 |
| $10 to $13 | 2 |
| $10 to $14 | 3 |
| $10 to $15 | 10 |
| $10 to $16 | 4 |
| $10 to $17 | 1 |
| $10 to $18 | 3 |
| $10 to $19 | 2 |
| $12 to $14 | 6 |
| $12 to $15 | 8 |
| $12 to $16 | 4 |
| $12 to $16.50 | 1 |
| $12 to $17 | 2 |
| $12 to $18 | 3 |
| $12 to $20 | 3 |
| $13 to $15 | 2 |
| $13 to $16 | 1 |
| $13 to $20 | 1 |
| $14 to $15 | 1 |
| $14 to $18 | 2 |
| $14 to $20 | 2 |
| $15 to $16 | 1 |
| $15 to $17 | 3 |
| $15 to $18 | 8 |
| $15 to $19 | 2 |
| $15 to $20 | 13 |
| $15 to $23 | 1 |
| $15 to $25 | 1 |
| $15 to $26 | 1 |
| $16 to $17 | 1 |
| $16 to $22 | 1 |
| $16.50 to $20 | 1 |
| $17 to $20 | 1 |
| $17 to $25 | 1 |
| $18 to $19 | 1 |
| $18 to $20 | 1 |
| $18 to $22 | 1 |
| $18 to $25 | 1 |
| $20 to $22 | 2 |
| $20 to $24 | 1 |
| $20 to $25 | 2 |
| $22 to $24 | 2 |
| $22 to $25 | 2 |
| $22 to $26 | 1 |
| $25 to $27 | 1 |
| $25 to $30 | 1 |
| $8 to $12 | 4 |
| Total | 137 |

### INCREASES 1940, WEEKLY

| Tenements (per week) | Number | Tenements (per week) | Number | Tenements (per week) | Number |
|---|---|---|---|---|---|
| $2 to $2.50 | 2 | $3 to $4 | 5 | $6 to $6.50 | 1 |
| $2 to $3 | 1 | $3 to $5 | 1 | $6 to $7 | 1 |
| $2.50 to $2.75 | 1 | $4 to $5 | 10 | $6 to $8 | 1 |
| $2.50 to $3.50 | 1 | $4 to $6 | 1 | | |
| $2.50 to $3 | 4 | $4.50 to $6 | 1 | Total | 36 |
| $2.75 to $4.50 | 1 | $5 to $6 | 3 | | |
| $3 to $3.50 | 1 | $5.50 to $6 | 1 | | |

### INCREASES JANUARY TO JUNE 1941

| Tenements (per month) | Number | Tenements (per month) | Number | Tenements (per month) | Number |
|---|---|---|---|---|---|
| $3 to $10 | 1 | $13 to $17 | 2 | $20 to $25 | 2 |
| $7 to $9 | 1 | $14 to $15 | 1 | $23 to $26 | 1 |
| $8 to $13 | 1 | $14 to $16 | 1 | $28 to $30 | 1 |
| $8 to $14 | 1 | $14 to $17 | 1 | | |
| $8 to $15 | 1 | $15 to $17 | 5 | Total | 89 |
| $8 to $16 | 1 | $15 to $18 | 3 | | |
| $9 to $12 | 1 | $15 to $20 | 11 | | |
| $10 to $12 | 4 | $15 to $22 | 1 | Tenements (per week) | Number |
| $10 to $14 | 2 | $15 to $23 | 2 | | |
| $10 to $15 | 6 | $15 to $25 | 1 | | |
| $10 to $16 | 1 | $16 to $18 | 1 | $2 to $3 | 1 |
| $10 to $17 | 1 | $16 to $20 | 1 | $2.50 to $3.50 | 1 |
| $10 to $20 | 1 | $17 to $19 | 1 | $2.75 to $3 | 1 |
| $12 to $14.50 | 1 | $17 to $23 | 1 | $3 to $3.50 | 2 |
| $12 to $15 | 8 | $18 to $20 | 2 | $3 to $4 | 3 |
| $12 to $16 | 2 | $18 to $22 | 1 | $3.50 to $4 | 1 |
| $12 to $17 | 1 | $18 to $23 | 1 | $4 to $5 | 6 |
| $12 to $18 | 3 | $19 to $22 | 1 | $5 to $6 | 2 |
| $12 to $20 | 5 | $20 to $22 | 1 | | |
| $13 to $15 | 4 | $20 to $23 | 2 | Total | 17 |

### HARTFORD MUNICIPAL HOSPITAL

The following are statistics re the Hartford Municipal Hospital. Total hospital capacity is 349 beds divided as follows:

| | |
|---|---|
| Obstetrical beds (25 bassinets) | 19 |
| G. Y. N. beds | 16 |
| Pediatric beds (9 bassinets) | 35 |
| Medical beds | 42 |
| Neuropsychiatric beds | 11 |
| Orthopedic beds | 15 |
| Surgical (including G. U. and E. E. N. and T.) beds | 40 |
| Communicable disease beds (including 24 on T B pavilion) | 65 |
| Chronic and convalescent beds | 72 |

The average number of prenatal cases attending our clinic in 1 month is 69. The average number of maternity cases in 1 month is 36. Relative to free clinics you will find listed below our out-patient clinic schedule.

| | |
|---|---|
| Cardiology | Wednesday, 8. |
| Dental extraction | Daily, 8:30. |
| Dermatology | Thursday, 8. |
| Diabetic | Friday, 8. |
| Ear, nose, throat | Tuesday and Friday, 8. |
| Eye | Monday and Thursday, 8. |
| General | Monday through Friday, 8 to 12; Saturday, 8 to 10:30. |
| Gynecology | Tuesday and Thursday, 8. |
| Laboratory | Daily, 8:30. |
| Luetic | Tuesday and Thursday, 8. |
| Neuropsychiatric | Wednesday by appointment, 8:30. |
| Orthopedic | Wednesday and Saturday, 8:30. |

| | |
|---|---|
| Prenatal | Monday and Friday, 8:30. |
| Proctology | Monday, 9. |
| Urology | Friday, 8. |
| Pernicious anemia | Wednesday, 1. |
| Tumor | Third Saturday in month, 9. |
| Allergy | Thursday, 8. |
| Vein | Wednesday, 2. |
| Child gynecology | By special appointment. |
| Pediatric | Daily by appointment. |
| Dental prophylaxis | Do. |
| Dental fillings | Do. |
| X-ray | Do. |
| Physiotherapy | Do. |
| Basal metabolism | Do. |
| Medical | Do. |

*Total number of food orders distributed showing merchandise net cost and average-order net cost for a period of 9 years, Jan. 1, 1932, to Jan. 1, 1941, inclusive*

| Year | Number of orders | Merchandise net cost | Average order net cost |
|---|---|---|---|
| 1932 | 115,728 | $310,115.98 | $2.67 |
| 1933 | 149,109 | 303,335.59 | 2.03 |
| 1934 | 124,781 | 403,793.56 | 3.23 |
| 1935 | 151,241 | 521,234.98 | 3.45 |
| 1936 | 88,298 | 227,619.02 | 2.58 |
| 1937 | 68,285 | 117,151.20 | 2.59 |
| 1938 | 92,266 | 229,241.01 | 2.48 |
| 1939 | 86,102 | 214,078.93 | 2.49 |
| 1940 | 69,404 | 190,271.39 | 2.88 |
| Total | 945,214 | 2,576,841.66 | 2.71 |

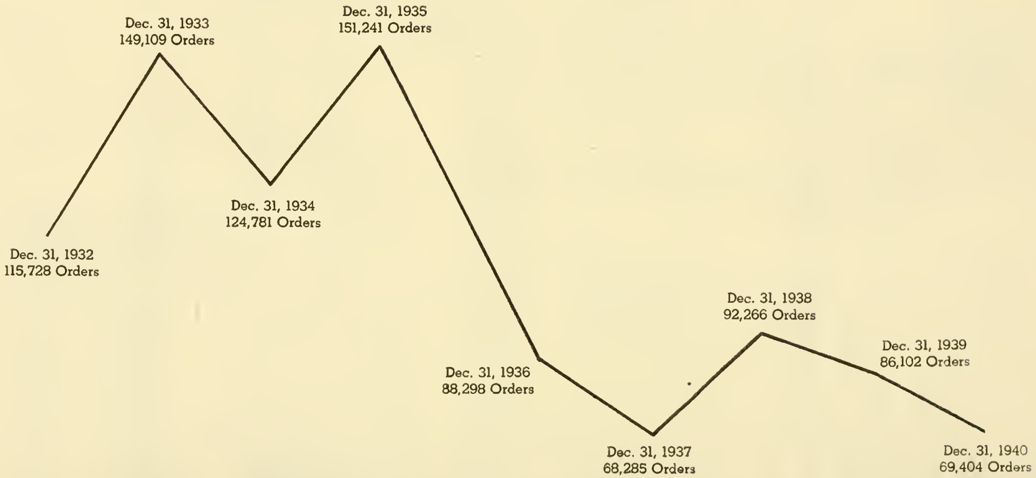
*Summary of food distribution for fiscal year Apr. 1, 1940, to Mar. 31, 1941, showing total number of orders, merchandise net cost, and average-order net cost*

| Date | Number of orders | Merchandise net cost | Average order net cost |
|---|---|---|---|
| April | 6,741 | $18,923.29 | $2.81 |
| May | 7,148 | 20,232.95 | 2.83 |
| June | 5,992 | 17,789.90 | 2.97 |
| July | 6,168 | 17,723.84 | 2.87 |
| August | 6,110 | 16,492.96 | 2.70 |
| September | 4,599 | 12,281.47 | 2.67 |
| October | 4,578 | 12,204.04 | 2.67 |
| November | 4,034 | 11,576.05 | 2.87 |
| December | 4,208 | 12,106.90 | 2.88 |
| January | 4,264 | 12,664.52 | 2.97 |
| February | 3,904 | 11,799.63 | 3.02 |
| March | 3,892 | 11,933.56 | 3.06 |
| Total | 61,638 | 175,729.11 | 2.86 |

Attached is a chart showing increase and decrease of food distribution from 1932 to 1940, inclusive. Also attached is a comparative statement of general relief cost for fiscal years 1940–41: 1938–39.

May 29, 1941.

CHART SHOWING INCREASE AND DECREASE OF FOOD DISTRIBUTION FROM 1932 TO 1940, INCLUSIVE



*Comparative statement of general relief cost for fiscal years 1940–41, 1939–40, 1938–39*

### GENERAL RELIEF

| | Home relief (local) | Relief paid other towns | Boarding relief cases paid | Medical material relief | Medical service relief | Medical relief administration | Home relief administration | Total expended | Appropriation |
|---|---|---|---|---|---|---|---|---|---|
| 1940–41 | $421, 403. 09 | $33, 232. 06 | $39, 712. 96 | $5, 390. 44 | $3, 441. 85 | $1, 465 | $26, 334. 59 | $530, 979. 99 | $559, 753 |
| 1939–40 | 441, 820. 71 | 58, 100. 59 | 38, 709. 00 | 6, 240. 86 | 2, 249. 60 | 1, 666 | 18, 594. 63 | 567, 381. 39 | 573, 296 |
| 1938–39 | ---------- | ---------- | ---------- | ---------- | ---------- | -------- | ---------- | 564, 367. 14 | -------- |

### MUNICIPAL STORE

| | Food | Handling and delivery | Administrative | Total expended | Appropriation |
|---|---|---|---|---|---|
| 1940–41 | $193, 469. 47 | $1, 924. 08 | $4, 020. 55 | $199, 414. 10 | $201, 465 |
| 1939–40 | 217, 595. 33 | 10, 374. 55 | 2, 967. 20 | 230, 937. 08 | 233, 766 |
| 1938–39 | ------------ | ------------ | ------------ | 243, 507. 66 | ------------ |

### MUNICIPAL CLOTHING CENTER

| | Clothing | Handling and delivery | Administrative | Total expended | Appropriation |
|---|---|---|---|---|---|
| 1940–41 | $21, 201. 39 | $279. 41 | $2, 746. 22 | $24, 227. 02 | $24, 490 |
| 1939–40 | 22, 523. 97 | 178. 94 | 2, 904. 68 | 25, 607. 59 | 27, 072 |
| 1938–39 | ------------ | ------------ | ------------ | 26, 074. 57 | ------------ |

### MUNICIPAL SHELTER

| | Material relief | Medical relief | Trucking and transportation | Staff maintenance | Administrative | Total expended | Appropriation |
|---|---|---|---|---|---|---|---|
| 1940–41 | $21, 655. 15 | $1, 830. 83 | $3, 426. 50 | $160. 88 | $5, 300. 34 | $32, 373. 70 | $35, 413 |
| 1939–40 | 19, 992. 45 | 1, 772. 06 | 2, 028. 76 | 186. 05 | 4, 099. 36 | 28, 078. 68 | 32, 431 |
| 1938–39 | ---------- | ---------- | ---------- | ---------- | ---------- | 28, 833. 50 | ---------- |

### SALARIES AND WAGES

| Item | Amount | Total expended | Appropriation |
|---|---|---|---|
| *1940–41* | | | |
| Administrative | $61, 424. 18 | ------------ | ------------ |
| General relief | 93, 117. 20 | ------------ | ------------ |
| Municipal store | 31, 663. 59 | ------------ | ------------ |
| Municipal clothing center | 6, 252. 66 | ------------ | ------------ |
| Municipal shelter | 6, 295. 08 | ------------ | ------------ |
| Total | 198, 752. 71 | $198, 752. 71 | $215, 379 |
| *1939–40* | | | |
| Administrative | $65, 875. 36 | ------------ | ------------ |
| General relief | 82, 779. 33 | ------------ | ------------ |
| Municipal store | 33, 131. 99 | ------------ | ------------ |
| Municipal clothing center | 6, 259. 99 | ------------ | ------------ |
| Municipal shelter | 7, 745. 54 | ------------ | ------------ |
| Total | 195, 792. 21 | 195, 792. 21 | 200, 680 |

## Exhibit A.—Food Prices Paid by Hartford Department of Public Welfare

Listed below are the percentage of increases in the cost of commodities purchased by the Hartford Department of Public Welfare beginning with May 1940, and ending June 30, 1941:

| | *Percent* |
|---|---|
| From May 1940 to June 1940 | 1. 03 |
| From May 1940 to July 1940 | 4. 54 |
| From May 1940 to August 1940 | 6. 36 |
| From May 1940 to September 1940 | 5. 84 |
| From May 1940 to October 1940 | 5. 81 |
| From May 1940 to November 1940 | 5. 17 |
| From May 1940 to December 1940 | 7. 03 |
| From May 1940 to January 1941 | 7. 29 |
| From May 1940 to February 1941 | 7. 19 |
| From May 1940 to March 1941 | 8. 13 |
| From May 1940 to April 1941 | 13. 49 |
| From May 1940 to May 1941 | 16. 85 |
| From May 1940 to June 1941 | 18. 49 |

The percentage of increased cost from May 1940 to June 1941, inclusive, is 18.49 percent.

*Cross-section chart showing monthly food cost from May 1940 to June 1941, inclusive*

| Item | Quantity | 1940 | | | | | | | 1941 | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | May | June | July | August | September | October | November | December | January | February | March | April | May | June |
| Bacon | Per pound | 0. 145 | 0. 145 | 0. 155 | 0. 15 | 0. 16 | 0. 16 | 0. 18 | 0. 175 | 0. 19 | 0. 195 | 0. 21 | 0. 20 | 0. 20 | 0. 195 |
| Beef, backs | do | . 1798 | . 1619 | . 1789 | . 1898 | . 1910 | . 2139 | . 2039 | . 2199 | . 20 | . 185 | . 185 | . 185 | . 181 | . 1795 |
| Beef, clods | do | . 1341 | . 1643 | . 1569 | . 142 | . 1675 | . 1685 | . 1533 | . 143 | . 1633 | . 1587 | . 1729 | . 153 | . 163 | . 1729 |
| Beef, hinds | do | . 1975 | . 209 | . 2139 | . 2198 | . 20 | . 23 | . 2139 | . 25 | . 23 | . 22 | . 20 | . 21 | . 1975 | . 20 |
| Beef, short loin | do | . 24 | . 28 | . 2795 | . 285 | . 2698 | . 2639 | . 2639 | . 27 | . 2725 | . 28 | . 2919 | . 2695 | . 2725 | . 28 |
| Bologna | do | . 15 | . 14 | . 14 | . 14 | . 1375 | . 135 | . 13 | . 15 | . 16 | . 15 | . 16 | . 16 | . 16 | . 15 |
| Corned beef | do | . 1525 | . 155 | . 155 | . 1525 | . 165 | . 17 | . 165 | . 16 | . 1675 | . 1675 | . 175 | . 175 | . 1825 | . 18 |
| Dried beef | do | . 355 | . 40 | . 40 | . 40 | . 45 | . 45 | . 43 | . 45 | . 43 | . 395 | . 42 | . 41 | . 385 | . 45 |
| Fowl | do | . 195 | . 17 | . 1575 | . 1675 | . 155 | . 15 | . 17 | . 155 | . 17 | . 185 | . 21 | . 215 | . 225 | . 2345 |
| Frankfurts | do | . 19 | . 16 | . 1925 | . 19 | . 185 | . 19 | . 19 | . 19 | . 19 | . 19 | . 19 | . 19 | . 19 | . 19 |
| Ham | do | . 30 | . 30 | . 31 | . 31 | . 31 | . 30 | . 31 | . 325 | . 355 | . 355 | . 38 | . 38 | . 415 | . 43 |
| Lamb chucks | do | . 1299 | . 115 | . 11 | . 1125 | . 1125 | . 1149 | . 12 | . 1225 | . 1224 | . 1225 | . 1230 | . 1249 | . 125 | . 135 |
| Lamb legs | do | . 2149 | . 25 | . 24 | . 275 | . 27 | . 23 | . 24 | . 2325 | . 2474 | . 25 | . 2349 | . 26 | . 2348 | . 255 |
| Lamb backs | do | . 22 | . 2499 | . 24 | . 20 | . 20 | . 1999 | . 1975 | . 18 | . 21 | . 225 | . 22 | . 22 | . 1999 | . 22 |
| Lamb whole | do | . 135 | . 14 | . 145 | . 145 | . 16 | . 155 | . 15 | . 1499 | . 1699 | . 1749 | . 1624 | . 19 | . 20 | . 22 |
| Liver, beef | do | . 17 | . 15 | . 16 | . 16 | . 1474 | . 16 | . 17 | . 165 | . 1675 | . 1649 | . 18 | . 20 | . 24 | . 2125 |
| Liverwurst | do | . 16 | . 16 | . 20 | . 20 | . 16 | . 1525 | . 21 | . 18 | . 17 | . 165 | . 17 | . 19 | . 18 | . 18 |
| Pork loins | do | . 155 | . 145 | . 18 | . 22 | . 1994 | . 1699 | . 145 | . 1499 | . 1724 | . 18 | . 19 | . 1725 | . 2075 | . 225 |
| Sausage | do | . 16 | . 16 | . 175 | . 18 | . 175 | . 18 | . 18 | . 18 | . 18 | . 18 | . 18 | . 18 | . 19 | . 21 |
| Steer | do | . 175 | . 179 | . 18 | . 1795 | . 2149 | . 1924 | . 1989 | . 19 | . 1899 | . 1839 | . 1795 | . 175 | . 1745 | . 185 |
| Veal, leg | do | . 2225 | . 22 | . 22 | . 23 | . 25 | . 2375 | . 22 | . 23 | . 28 | . 28 | . 26 | . 245 | . 25 | . 26 |
| Veal, loaf | do | . 14 | . 145 | . 14 | . 15 | . 14 | . 1374 | . 135 | . 13 | . 15 | . 1492 | . 13 | . 14 | . 14 | . 16 |
| Butter, 89 score | do | . 2749 | . 2624 | . 2648 | . 267 | . 2794 | . 2974 | . 3249 | . 3275 | . 3024 | . 3049 | . 3249 | . 337 | . 3649 | . 35 |
| Butter, 92 score | do | . 2875 | . 2875 | . 28 | . 2825 | . 29 | . 295 | . 32 | . 35 | . 3525 | . 32 | . 325 | . 3475 | . 38 | . 3625 |
| Coffee, inmates | do | . 0824 | . 0824 | . 0824 | . 0824 | . 0799 | . 0799 | . 0799 | . 0825 | . 0825 | . 0825 | . 0925 | . 0925 | . 0975 | . 0975 |
| Coffee, officers | do | . 0855 | . 0855 | . 0855 | . 0855 | . 0855 | . 0849 | . 0849 | . 0847 | . 0847 | . 0847 | . 0945 | . 0945 | . 0995 | . 0995 |
| Eggs, fresh | per doz | . 19 | . 22 | . 29 | . 27 | . 2774 | . 2775 | . 30 | . 26 | . 215 | . 21 | . 23 | . 2499 | . 27 | . 32 |
| Eggs, western | do | . 175 | . 185 | . 1774 | . 1764 | . 192 | . 21 | . 2075 | . 235 | . 21 | . 1825 | . 2525 | . 2399 | . 245 | . 28 |
| Milk, A | per qt | . 133 | . 133 | . 133 | . 133 | . 133 | . 133 | . 133 | . 133 | . 133 | . 133 | . 133 | . 1425 | . 1425 | . 1425 |
| Milk, B | do | . 095 | . 095 | . 095 | . 095 | . 095 | . 095 | . 095 | . 095 | . 095 | . 095 | . 095 | . 1045 | . 1045 | . 1045 |
| Cream, light | do | . 285 | . 3135 | . 3135 | . 285 | . 285 | . 285 | . 285 | . 285 | . 3125 | . 3515 | . 3515 | . 3515 | . 3515 | . 3515 |
| Cream, heavy | do | . 5415 | . 62 | . 62 | . 5415 | . 5415 | . 5415 | . 5415 | . 5415 | . 6175 | . 627 | . 6935 | . 6935 | . 6175 | . 6175 |
| Applesauce | No. 10 cans, per dozen | 3. 65 | 3. 65 | 3. 65 | 3. 65 | 3. 65 | 3. 65 | 3. 65 | 3. 49 | 3. 49 | 3. 95 | 3. 95 | 3. 95 | 3. 95 | 3. 95 |
| Apricots | do | 6. 60 | 6. 60 | 6. 60 | 6. 60 | 6. 60 | 6. 60 | 6. 60 | 7. 15 | 7. 15 | 8. 00 | 8. 00 | 8. 00 | 8. 00 | 8. 17 |
| Apricots, dried | Per pound | . 10 | . 12 | . 11 | . 115 | . 115 | . 115 | . 115 | . 115 | . 125 | . 125 | . 125 | . 125 | . 15 | . 1225 |
| Asparagus | No. 10 cans, per dozen | 8. 24 | 8. 90 | 8. 20 | 8. 20 | 8. 20 | 8. 20 | 8. 20 | 10. 22 | 10. 22 | 9. 50 | 9. 50 | 9. 60 | 10. 00 | 9. 92 |
| Asparagus, tips | 1 pound cans, per dozen | 2. 07 | 2. 07 | 2. 23 | 2. 23 | 2. 23 | 2. 23 | 2. 23 | 2. 45 | 2. 45 | 2. 64 | 2. 64 | 2. 64 | 2. 65 | 2. 65 |
| Beets | No. 10 cans, per dozen | 2. 98 | 2. 98 | 2. 98 | 3. 70 | 3. 70 | 3. 70 | 3. 70 | 3. 49 | 3. 49 | 3. 49 | 3. 975 | 3. 975 | 4. 75 | 4. 37 |
| Peaches, halves | do | 4. 695 | 4. 695 | 5. 30 | 5. 30 | 5. 30 | 5. 30 | 5. 30 | 5. 29 | 5. 29 | 4. 85 | 4. 85 | 5. 90 | 6. 50 | 7. 10 |
| Peaches, sliced | do | 4. 885 | 4. 885 | 5. 75 | 5. 75 | 5. 75 | 5. 75 | 5. 20 | 5. 29 | 5. 29 | 4. 85 | 4. 85 | 4. 85 | 6. 25 | 7. 10 |
| Pears | do | 6. 29 | 6. 29 | 7. 57 | 7. 57 | 7. 57 | 7. 57 | 7. 57 | 6. 09 | 6. 09 | 6. 19 | 6. 19 | 7. 10 | 7. 25 | 7. 27 |
| Peas | do | 5. 60 | 5. 60 | 5. 60 | 5. 60 | 5. 15 | 5. 15 | 5. 15 | 5. 44 | 5. 44 | 5. 65 | 5. 65 | 5. 65 | 6. 40 | 6. 12 |
| Pineapple, sliced | do | 6. 84 | 6. 84 | 7. 07 | 7. 07 | 7. 07 | 7. 07 | 7. 07 | 7. 07 | 7. 07 | 6. 95 | 6. 95 | 7. 50 | 8. 00 | 7. 62 |
| Pineapple tidbits | do | 6. 84 | 6. 84 | 7. 07 | 7. 07 | 7. 07 | 7. 07 | 7. 07 | 7. 07 | 7. 07 | 6. 95 | 6. 95 | 7. 50 | 8. 00 | 7. 77 |

## TESTIMONY OF WILLIAM J. RYAN—Resumed

The CHAIRMAN. On the average, Mr. Ryan, how much have rents increased for your clients in Hartford?

Mr. RYAN. In the statement which I have given you is shown exactly the number of tenements and by how much the rents have increased, but I do not have an average figure. They are shown individually.

The CHAIRMAN. You couldn't strike an average for us?

Mr. RYAN. No, sir; I would have to take one classification as a sample and add that up. If you would like for me to do so, I shall.

The CHAIRMAN. One of the staff members will calculate that for us. You wouldn't have the increase for Negro clients, would you, or is that included in this statement?[1]

Mr. RYAN. Yes, sir; that is in the statement. Negroes and whites are not separated.

The CHAIRMAN. Have any of your clients been evicted because of inability to pay the increased rent?

Mr. RYAN. Yes, sir.

The CHAIRMAN. Have they been evicted despite the fact that your agency agreed to pay the increased rent?

Mr. RYAN. Yes, sir.

The CHAIRMAN. Has any been asked to move because of the size of his family?

Mr. RYAN. Yes, sir.

The CHAIRMAN. Do your investigators report many cases of overcrowding among the low-income families?

Mr. RYAN. Yes, sir; quite a lot of that. In some instances families were evicted and it was necessary for the families to be separated. In some instances children had to be admitted to the municipal nursery because a tenement could not be secured.

### ADDITIONAL FACILITIES REQUIRED

The CHAIRMAN. Mr. Arnold.

Mr. ARNOLD. If you were to care adequately for the health needs of your clients what increase in facilities, hospitals, and so forth, would be required?

Mr. RYAN. Well, we wouldn't need any increase in facilities relative to hospitals or clinics. We have a very splendid hospital and clinic combined, and the families are absolutely taken care of, medically, without any doubt whatsoever.

Mr. ARNOLD. Do you have enough funds adequately to provide for your clients?

Mr. RYAN. Yes, sir.

### INCREASED COST OF FOOD ORDERS

Mr. ARNOLD. The committee is interested in knowing the increase in the average cost of food orders.

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[1] The average rent paid by a little more than 1,000 tenants in the lower rental areas of Hartford during the first 4 months of 1941 was $14.99 per month, as compared with an average figure paid by a little more than 1,500 tenants in the corresponding period of 1940 of $13.66 per month. The increase in rental on this basis of comparison is an average of $1.33, or 9.8 percent of the earlier 4-month average. Further discussion of "average" rent increases appears in the statement submitted by Mr. Ben Abrams. (See p. 5379.)

Mr. RYAN. Well, I can quote from our own experience on that. Taking into consideration the wholesale prices of food going to our institutions, we have been able to make these comparisons: On meats, butter, coffee, eggs, and milk and cream, in one period of time it has increased 15.4 percent; on canned fruits it has increased 24 percent.

Mr. ARNOLD. That is for what period of time?

Mr. RYAN. April of 1940 as compared to April of 1941.

Mr. ARNOLD. Could you submit for the record the comparison between 1940 and thus far in 1941, a month-by-month record of the prices paid for basic food items that you purchase for distribution?

Mr. RYAN. Yes, sir.

Mr. ARNOLD. You don't have that with you?

Mr. RYAN. No, sir.

Mr. ARNOLD. But you can also send that to the committee?

Mr. RYAN. Yes, sir.

Mr. ARNOLD. The committee would like to have that.

[The comparison of figures referred to above was received subsequent to the hearing, and was incorporated into the record as Exhibit A, p. 5346.]

### ON THE PINAULT CASE

Mr. CURTIS. Were you here when Mr. Pinault and his family testified?

Mr. RYAN. No, sir.

Mr. CURTIS. Are you familiar with the case?

Mr. RYAN. Yes, sir.

Mr. CURTIS. Briefly tell us about that case.

Mr. RYAN. This family is comprised of two adults and nine children: A girl, age 3; twins, age 5; a boy, 6; a girl, 8; a boy, 9; a boy, 10; a boy, 12; and a girl, 14.

While we were carrying the case, the family received an eviction notice, but the case was closed by us on April 21, 1941, as the husband's earnings were sufficient to meet the needs of the family.

He was employed in a local factory. Before the family went off relief we attempted to find them a place but were not successful in making any plans for them.

On April 25 it was necessary to send one of our workers to the home as the sheriff was there and had the furniture put on the street. Newspaper photographers and reporters from the Hartford Times were there and there was published in the Times on April 25 the reason for this eviction which was that the landlord did not want so many children living in the tenement.

We were able to make the following plans for the family: Mr. Pinault and his wife secured a furnished room; eight of the children were taken to the municipal nursery; and the eldest girl went to stay with an uncle in Willimantic. Up to date the family has been unable to secure a tenement. The eight children are still at the municipal nursery and Mr. and Mrs. Pinault are living in a furnished room.

### PLACEMENT IN MUNICIPAL NURSERY

Mr. CURTIS. Now, the placing of these children in the municipal nursery was in no sense punishment inflicted upon the family? It was merely a kindness because they had been evicted?

Mr. Ryan. Yes, sir; that is correct.

Mr. Curtis. What does it cost to keep a child there?

Mr. Ryan. Well, I should say it costs us approximately $7 a week; we are only charging him $2.50 a week.

Mr. Curtis. Per child?

Mr. Ryan. Yes, sir.

Mr. Curtis. And there are eight of them?

Mr. Ryan. Yes, sir.

Mr. Curtis. That is $20 a week?

Mr. Ryan. That is right.

Mr. Curtis. Do you know what his earnings are?

Mr. Ryan. Between $35 and $40, which has been verified.

Mr. Curtis. And he gets housing and food and play supervision and all of that for eight children for $20 a week?

Mr. Ryan. That is right, for which he hasn't paid anything as yet.

Mr. Curtis. Has the cost of this been explained to them?

Mr. Ryan. Yes, sir. I checked this up just before I left. I understood that he has not paid anything, and the price agreed on was $2.50.

Mr. Curtis. When was the price discussed?

Mr. Ryan. When they first went in there.

Mr. Curtis. With Mr. or Mrs. Pinault?

Mr. Ryan. I couldn't say that. Our worker discussed the problem with both of them.

Mr. Curtis. That would make $80 plus a month?

Mr. Ryan. Yes, sir.

Mr. Curtis. And he would have, after he paid that, $100 a month for himself and wife?

Mr. Ryan. That is right.

Mr. Curtis. Do you know what he is paying for that one room?

Mr. Ryan. No; I do not. I know he is running an automobile, and Sunday he was down to the shore with his wife in the automobile.

### NURSERY PRIVILEGES

Mr. Curtis. The mother can visit the children at the municipal nursery?

Mr. Ryan. Yes, sir.

Mr. Curtis. And he can, too, when he is not working?

Mr. Ryan. Yes, sir.

Mr. Curtis. Are the older children required to work any there?

Mr. Ryan. Oh, no.

Mr. Curtis. And when school starts can they attend school from there?

Mr. Ryan. Yes, sir.

Mr. Arnold. Do you force them to attend school?

Mr. Ryan. I can't answer correctly; but if they are in school we are not going to take them out of school, I know that. We would even see to it that they had transportation if there were no funds available, but in this instance there are funds available.

Mr. Curtis. Who provides clothing for them?

Mr. Ryan. There is no question of clothing that has arisen as yet. At the present moment they have enough clothing.

Mr. CURTIS. Mr. Pinault referred the committee to a letter that he received, to the effect that he must pay up or they could not keep the children any longer.

Mr. RYAN. That is just one of those routine matters that happens, and undoubtedly we have to get after the people to see that they do pay.

Mr. CURTIS. We are very glad to have your statement because it clears up the situation considerably. I was under the impression, from the chairman's questioning of Mr. Pinault, that he was expected to pay in the neighborhood of $200 a month, when he wasn't making that much.

Mr. RYAN. Instead of that it is $2.50 a week per child, $20 a week total.

### RENT ON PARENTS' ROOM

Mr. CURTIS. Now, from your general knowledge of the situation here in Hartford, what do you think Mr. Pinault and his wife would have to pay for the room they are occupying?

Mr. RYAN. I should say tops would be $5 a week—that is, with light-housekeeping privileges. Those rooms run anywhere from $2 to $10. The average is about $5.

Mr. CURTIS. I think the Pinaults testified that they were supposed to pay $7.25 or $7.50 per child per week?

Mr. RYAN. That is not so.

Mr. CURTIS. I thank you very much for clearing this matter up because it occurs to me that the treatment has been very fair under the circumstances, and from the standpoint of the municipal nursery I think it has also been fair.

### OTHER CHILD CARE CASES

Mr. RYAN. We have had the case of a fireman who had 10 children and couldn't find any place for them, and we took the children up there, and since then the fireman has got a place for them and they are in it, but we had his children while he was looking for a place to live. I believe we have 3 families now. Pinault is not the only one.

Mr. CURTIS. I think your treatment has been very fair.

Mr. ARNOLD. In the case of the fireman, did he have to pay for the keeping of his children?

Mr. RYAN. Yes, sir.

Mr. ARNOLD. $2.50 a week for each child?

Mr. RYAN. I couldn't answer your question. I did not check that up. The price is ordinarily $5 a week if they can pay it. We don't force them to pay. They can pay that over a period of years if necessary. We do not want to deprive the children of the proper nourishment that they should receive. We do not force anybody to pay, or they may pay a small amount. All we ask is that they show good faith.

Mr. ARNOLD. Does Pinault have settlement here in Hartford?

Mr. RYAN. Pinault has not a settlement in Hartford.

Mr. ARNOLD. There is a dispute about that?

Mr. RYAN. No; there is no dispute. They have accepted it.

Mr. ARNOLD. If he had settlement here, what would be the charge for the children?

Mr. RYAN. The charge would be the same if he could afford it. We just made that as a charge temporarily, trying to help the family out temporarily.

Mr. ARNOLD. Is this a case where he could pay and won't pay?

Mr. RYAN. That is right. He could pay that amount all right.

### PROBLEM OF HOUSE HUNTING

Mr. ARNOLD. He testified here that if he wasn't out looking for a home he could earn as high as $60 a week by working overtime.

Mr. RYAN. Couldn't his wife go looking for a house? Couldn't they obtain a home in the suburbs with that income? I think they could.

Mr. ARNOLD. Well, he testified that yesterday he drove over 100 miles looking for some place to live. He didn't say whether his wife could drive a car or not.

The CHAIRMAN. Mr. Ryan, is that a fluctuating charge or a variable charge per child per week? Or is it the standard charge?

Mr. RYAN. Mr. Chairman, the standard price is $5 a week, but we thought we would do him a favor in this emergency until he could become self-supporting. We said we would make the charge small on account of the size of his family. We told him we would charge $2.50 per week per child.

The CHAIRMAN. Did you examine the books this morning to see what the total charge is for those children?

Mr. RYAN. No; the person that told me was the chief clerk.

The CHAIRMAN. I don't dispute you, Mr. Ryan, but I would like to have an investigator check this information for us.

Mr. RYAN. They can check with our bookkeeper any time. The books are always available to you.

Mr. ARNOLD. If he hadn't paid anything he wouldn't have any receipts?

Mr. RYAN. No.

Mr. ARNOLD. I understood he had some receipts with respect to his salary—the reduced salary that he had been drawing because of looking for a home. He said something about receipts.

Mr. CURTIS. I think that is what he said.

Mr. RYAN. He hasn't paid anything as yet, so I am told.

### NURSERY CASE LOAD INCREASING

The CHAIRMAN. Mr. Ryan, is your case load increasing?

Mr. RYAN. No, sir.

The CHAIRMAN. At the municipal nursery?

Mr. RYAN. In the municipal nursery, yes, sir; it is. I have a figure here on that. We have 35 there now, as compared to 23 a year ago.

The CHAIRMAN. Is there anything else?

Dr. LAMB. I would like to ask a question: That increased load, I take it, is a direct result of the evictions and rent problems?

Mr. RYAN. That is right.

Dr. **Lamb.** So that in a sense the municipal nursery has a direct interest in the question of good available quarters? The tightness of the housing situation is directly related to the increased burden of the welfare department?

Mr. **Ryan.** That is right.

Dr. **Lamb.** Your experience in general would be that the large family, either in Hartford proper or in the environs, has a difficult time finding quarters?

Mr. **Ryan.** There is no question about it.

Dr. **Lamb.** So that a family of this size, say nine, might encounter considerable resistance on the part of landlords?

Mr. **Ryan.** Yes, sir.

Dr. **Lamb.** Without reference to the good faith and intention of the family in question?

Mr. **Ryan.** No.

Dr. **Lamb.** Any family of that size would encounter this difficulty?

Mr. **Ryan.** That is right.

### COOPERATING AGENCIES

Dr. **Lamb.** What local agencies are there with which you cooperate in an attempt to place these people? I should think it would be to your direct interest to try to get placement for them in order to get them off the public charge.

Mr. **Ryan.** The chamber of commerce is one. Mr. Buel is here, I believe. Then there are other agencies that we cooperate with, like the family-service division. We did have a rent schedule—a schedule of different rents available—but we have none today.

Dr. **Lamb.** In other words the vacancies are practically zero?

Mr. **Ryan.** That is right—for any family.

Dr. **Lamb.** For any family with children?

Mr. **Ryan.** That is right.

Dr. **Lamb.** Does that greatly complicate the work of your agency?

Mr. **Ryan.** It does. We have quite a problem.

Dr. **Lamb.** That is all.

The **Chairman.** We thank you very much, Mr. Ryan.

### WOULD FREEZE SETTLEMENT STATUS

Mr. **Ryan.** May I add one statement on this migration for the defense program?

The people coming in here, if they are going to stay any length of time, are going to gain a settlement while they are self-supporting. Immediately on the closing up of the defense program, these people will be thrown out of work, and on the community. I think that it would be a good idea if, during this period, people coming in here from other communities did not lose their settlement there, and did not gain one here, so that in the end we could send them back to the place from which they came.

Dr. **Lamb.** At the National Conference of Social Workers some weeks ago, that question was discussed by a representative of the State of New York who, working under the commission, has been directly concerned. Mr. Glen Jackson was appointed to make such a study of settlement problems. He found that communities which gained in population in New York State had a double gain, and that communities which lost in population had a double loss, because the communities gaining in population were simultaneously gaining in the number of people whom they did ship back, consequently they were shifting burdens to the declining communities of the welfare care of those people on the basis of settlement and transportation.

I take it that your proposal would rivet that situation, so that if Hartford gains by the work of these people at the present time, the communities which have lost their work and consequently their expanding economic activities in the community would subsequently have to bear the burden of their settlement despite the fact they did not have the advantage of their work in this period, and, consequently, they would be in a worse position.

### FOUR-YEAR SETTLEMENT RULE

Mr. RYAN. In the community which they leave there is no such problem as welfare today. It is down to a very minimum basis, whereby only the chronics are on relief.

Dr. LAMB. But that is also true of the public welfare rolls.

Mr. RYAN. Yes; and I don't see where they are suffering any by the people moving out.

Dr. LAMB. But they will suffer if and when the people are shipped back. You state that a period of 4 years would have elapsed before they could gain settlement here.

Mr. RYAN. That is right.

Dr. LAMB. Because that is already the law?

Mr. RYAN. That is right.

Dr. LAMB. And yet, after 4 years of work in Hartford, Hartford would find itself not responsible for the care of those people, and the community which had not had any benefit from them for 4 years would find itself responsible.

Mr. RYAN. I cannot see where any community can take care of the situation when this program is over.

### A FEDERAL PROBLEM

Dr. LAMB. What I am getting at is, isn't it a Federal problem?

Mr. RYAN. It is a Federal problem, yes.

Dr. LAMB. In so far as it is a Federal problem, why make it a local burden to the communities that had no benefits from the defense program?

Mr. RYAN. The Federal Government should certainly help those communities if they are going to have a terrific burden placed on them, but it is centralized in certain communities, this influx.

Dr. LAMB. Yes.

Mr. RYAN. Now, can't these other communities throughout the United States share these people, so it wouldn't be so much of a burden in any one locality?

Mr. CURTIS. I come from a State—the State of Nebraska—which has no defense industries. We are finding that the State is being drained of skilled mechanics. Our high school and college graduates are going away. We are losing a great block of the more capable people from every community. It means the local businesses and the local doctors and dentists and druggists and so on are losing their choicest customers; rental values are going down; the community income is gone. We are approaching a population of old people and young people who are unable to work very much.

I am not quite in harmony with either the statement of yourself or the viewpoint expressed by Dr. Lamb, because in the final analysis, in the payment of taxes all people share pretty much alike. Business has to pass those taxes on, or it just can't exist. These people back in the interior of the country are taking this loss, while receiving no income from the national defense program; but they will be taxed to pay their just share of it, and then in turn, if it becomes a Federal problem, they will again be taxed to take care of the burden afterward.

The centralization of the defense industries is having a marked effect upon shifts of populations and the after-effects of it, and I don't know just what the answer is; but you are operating under a mistaken idea when you are thinking that the State or community which has no defense industry is not suffering a burden. They are losing some of their most capable producers of wealth, as well as the general run of business, which is dropping down and down.

### WOULD DIVIDE BURDEN

Mr. Ryan. I do not want to take any more of your time than I have, but I should like to say that I am only referring to those who apply for relief. But a good many are leaving—each city, each town, each village—and they are leaving the State to go into some line of industry. Now, I don't believe that very many of those people are going to apply for relief—not the majority. The minority will apply for relief. Now, the ones who will apply for relief only are the ones to be taken care of. One or two in each city or town or village in Nebraska wouldn't hurt, but all of them in one place is going to cause a terrific calamity, in my estimation.

Mr. Curtis. But for a State that has not shared in the defense program to receive all these people again after their productive years are over is not necessarily a just solution either.

Mr. Ryan. Will 4 years mean the end of their productive capacity?

Mr. Curtis. Not necessarily. I don't know how long this thing is going to last. We are building power projects for the defense program which are not expected to be completed in less than 5 years.

That is all, Mr. Chairman.

The Chairman. Thank you very much, Mr. Ryan.

Our next witness is Mayor McLevy, of Bridgeport.

## TESTIMONY OF HON. JASPER McLEVY, MAYOR OF BRIDGEPORT, CONN.

The Chairman. Mayor McLevy, we appreciate very much your coming here this morning. Your statement will be entered as a part of the record.

(The statement referred to is as follows:)

## STATEMENT BY HON. JASPER McLEVY, MAYOR OF BRIDGEPORT, CONN.

In discussing the defense program as it affects the city of Bridgeport there are many vital features that must be given serious consideration.

The city is one of the leading munitions centers in the nation, as well as a center of airplane, aluminum, and machine tool industries, together with various other industries that play a vital part in almost everything connected with the national defense program. The brass industry with its many ramifications and the General Electric Co. with its manifold activities, are both a part of Bridgeport's manufacturing set-up. The expanding of all these industries into the national defense program has thrown enormous and extraordinary responsibilities, both social and financial, into our municipal government.

No one is foolhardy enough to believe that the city itself can possibly hope to cope with these abnormal conditions.

Housing conditions alone are a challenge, not alone to the municipal agencies whose duties are to safeguard the health and well being of the people engaged in the defense program of Bridgeport, but a challenge also to the Federal Government as well. Faced as we were with a housing shortage even before the defense program started, one can well realize what the addition of from 15,000 to 25,000 people means in the space of a comparatively few months.

### OVERCROWDING A THREAT TO HEALTH

The shortage of adequate housing facilities is a cause of real concern, not only because there is not sufficient housing available for the people who desire to locate here at present, but also because the overcrowded conditions that now exist are a threat to the continuance of the excellent record of public health service of which our city has long boasted. Overcrowding is itself dangerous because it breaks down the ordinary standards that are required to maintain people in good physical and mental condition and opens the possibility for some kind of a health menace to secure a foothold which could do infinite damage to the city itself and to the industries where manpower is vitally necessary at the present time.

Much progress is being made toward the solution of overcrowding through the Federal housing projects that are now being carried on in our city and through the widespread housing developments undertaken by private initiative. But this very progress has in itself in turn added other problems that are not quite so easily solved. It has driven home the absolute necessity of providing sewer facilities to take care of these widely expanding home and industrial programs.

Bridgeport has miles of magnificent bathing beaches that have been open to the people, not only of our city, but to the people of the State, and even to the those outside of the State, for many years. Thousands of people flock to these beaches each summer. Now, however, we are confronted with the problem of properly safeguarding the health of those who enjoy bathing at these unusually beautiful sandy stretches of beach. In order to do this, it is necessary that proper sewage treatment plants be constructed at the earliest possible moment. We are today engaged in building the Bostwick Avenue plant to take care of abnormal conditions, but this plant should be completed much sooner than now contemplated; however, its completion is beyond our financial ability at the present time.

### BATHING BEACHES AFFECTED

There are many sewers emptying into our local harbor, both of an industrial and a domestic nature, that must be picked up by large interceptors and carried to a treatment plant. This is on the west side of the city. This threat affects the bathing beaches of the city itself, also those of Fairfield and other localities to the west. It is therefore a problem, not only local, but one that affects an extremely wide area, and one that has been recognized by the State department of health and by the State water commission, both of which agencies are insistent that we remedy this dangerous condition of pollution.

Therefore, it becomes necessary for us to apply to the Federal Government for help in conditions over which we have absolutely no control and which are intensified by the defense program of the National Government.

On the east side of the city where we have the great munition plants and the large housing developments, there is no sewage treatment plant at the present moment, and this has brought about a situation that is just as serious, and in some respects more serious, than that which prevails in the western section of Bridgeport.

Steps must be taken to inaugurate a program to pick up these individual sewers that empty into the harbor, and to protect the bathing beaches at Pleasure Beach at the east and other points on the shore.

It is difficult to put into words the seriousness of this situation. It could only be appreciated by a personal investigation by someone intrusted with the responsibility of carrying on the defense program of the country. Certainly, when the health and the well-being of defense workers are in jeopardy, we are not carrying on the best kind of a program for the defense of the Nation. Nothing can weaken this program as seriously as the breaking down of the health or the morale of the people who are necessary to carry on the program to the highest degree of efficiency.

When it is considered that the development of the defense program has added many vital responsibilities to the municipal government for which no adequate financial set-up could be provided (because the municipality had no way of knowing how far-reaching the program of the Federal Government would extend in its relation to the industrial activities of the city and its environs) it would seem that the sooner the Federal Government recognizes these conditions, the better it will be for everyone upon whom the responsibilitiy of the defense program rests.

### PROGRAM TO SAFEGUARD PEOPLE

It might be said here that what is occurring in Bridgeport in the way of expanding municipal facilities was being prepared for as far back as 1934. It may also be said that comparatively recently, we have planned more definitely in detail what our part is, and may be, in the national defense.

Under the direction of our superintendent of police and in conjunction with our fire department and other departments, there has been worked out a comprehensive program to safeguard the people and the industries of Bridgeport against any emergency that may arise. We are not waiting for some sudden emergency to plunge us into hysteria and extravagant expense; on the other hand, we are trying to prepare for possible eventualities.

As a part of this program our public works department has laid many miles of new sewers, new pavements, and new roads with connecting highway from these arteries into the heart of the city.

We acquired several years ago a municipal airport upon which we have spent hundreds of thousands of dollars of our own funds in its development into what will, we trust, before many months, be one of the Nation's real defense airports.

In view of the long-range plan that for the past several years has included the development of this airport, the laying out of new streets and roads and reconditioning of main highways, the outright purchase and municipal operation of Pleasure Beach as a summer resort free to the public, the development of golf courses that are among the best municipal courses in the country, the huge Federal and privately financed home-building programs, the constant improvement of our educational and health activities, it might be expected that our bonded debt and tax rate would have reached huge proportions. However, our plan has been, and still is, toward debt reduction. Up to this time we have progressively each year reduced the large amount of outstanding bonds which for many years have required large items in our budget for their carrying charges.

However, Bridgeport certainly cannot continue to carry on in the future as it has in the past, unless the Federal Government is willing to cooperate with us in the huge outlays necessary in many of our departments solely because of our added population of defense workers and in other departments because of these departments' direct and indirect participation in national defense.

Because of Bridgeport's preparation for the very program that the Federal Government is putting into operation we also feel that we are entitled to consideration on the part of the Government in financing to some extent at least the vitally necessary parts of our share in national defense.

## TESTIMONY OF MAYOR McLEVY—Resumed

The Chairman. Will you briefly summarize what your problems in Bridgeport are in connection with this defense effort?

Mayor McLevy. Well, of course, listening to what the others have said, I would describe our problem as practically the same in many respects.

So far as the housing is concerned, we have an acute problem, and we have had it now for quite a few months—since last summer. We didn't have adequate housing even before this defense program started, but now, the addition of from 15,000 to 25,000 in population in that brief space of time has created a real housing shortage. Some mistakes were made even in this slum clearance or substandard-housing program in the beginning, inasmuch as it didn't provide for enough of the larger families—that is room for the larger families. That is the real problem at the present time.

It seems that everyone who is interested in getting more income wants to get the larger families out, and there isn't anyone who wants to take them in.

That is true of the whites, and of course with the Negroes it is a serious problem. We are having considerable difficulty in trying to find places for the larger families.

### MORE LEEWAY NEEDED

At the beginning of the defense program I endeavored to get the United States Housing Authority to change one of the substandard clearance projects. We have two large ones down there. I tried to get the Housing Authority to change the project to a defense project so that we could have a little more leeway.

Now, for instance, we have had a family down here that was evicted a couple of weeks ago. There were eight children. The family budget was too large to make them eligible for the substandard housing project, so the result was that we couldn't find any place for them, although we did keep them where they were for about 6 weeks.

Now, if one of those substandard projects had been a defense project, we probably could have temporarily got them in one of those places to tide them over the emergency, but we couldn't do anything of that kind even if they had happened to have been qualified. The place that they were then living in wasn't a substandard place.

These restrictions just keep us tied up so that we can't solve some of these problems.

I think personally at the present time there has got to be some modification of that whole program. Even if the people who are today living in these substandard projects were all now gone over carefully, and you rigidly observed the regulations, you would have to throw them out. When they went in they were eligible, but since then the industrial condition has improved and in many instances not only the head of the family is making more, but the wife goes to work, and sometimes some of the children go to work.

There isn't anything you can do about it at the present time because if you threw them out there isn't any other place to put them. But it does create a bad situation, because other people who are eligible and are on the waiting list naturally have a just complaint.

### TENT COLONIES IMPRACTICAL

Mr. CURTIS Mr. Mayor, would the situation have been relieved materially in Connecticut if the Army would have come in in the spring, and for 5 or 6 or 7 months set up tent colonies, together with the ordinary facilities, just as they might take care of an army? I mean would not such facilities for these defense workers help materially in relieving the situation during this period when they are building these defense and slum clearance houses?

Mayor MCLEVY. I don't think so. I don't think you can do it as a practical proposition in this section of the country. In the first place you have got to have proper sanitation. Three days ago the heat was terrific, and then there is a sudden change and it becomes very cold. I am not talking about people in army life. You can provide for them, but when you have got children to consider, and when you have people who are not used to that kind of life, I think it would be extremely dangerous.

Mr. CURTIS. I am glad to have your reaction to that.

Mayor MCLEVY. And so, as I say, that is a real situation that we are facing—that the people who were substandard a year ago are now working, and in many cases two in a family are working; but that doesn't solve the housing problem because others are coming into the city by the thousands. They are coming from places like Pennsylvania, and in fact all the way up through the New England States and other places.

### GOVERNMENT HOUSING IN LAST WAR

This experience in Bridgeport is not a new one. In the last war Bridgeport was a defense city, and the population jumped, I think, from somewhere around 115,000 or 120,000 to more than 180,000, and then when the war was over it dropped back again to about 130,000 and it has remained there practically ever since, until this defense program started.

Mr. CURTIS. How was the housing problem handled then?

Mayor MCLEVY. The Government stepped in and built four or five projects. They were a credit to the Government. I wish they would do the same thing now.

Mr. CURTIS. What agency of the Government built them?

Mayor MCLEVY. I couldn't tell you just what agency—the War Department, or some agency. But they built two or three projects, and if you had the time to go down and look over the projects they built during the last war you would see what I mean.

Some of the houses after the war were bought by the Bridgeport Housing Authority. Many were bought by individuals and they have kept up the tone of the city. They are all a real credit to the city of Bridgeport.

It was because of those projects that I opposed this barracks type of defense housing. I think if they were built on the single-family order, the duplex type, so that they would not be a burden to the community afterward, because enough of those people are going to remain in Bridgeport to absorb the additional housing that will take place.

### NOT CONVERTIBLE

But when you just simply build—when you build 500 or 600 units with one central heating plant, there isn't anybody who can put them to use except the Government. Either the Government must keep on maintaining them, as a substandard project, or else some large real-estate developer must get control, because it isn't practical for individuals, in my opinion, ever to own those things.

Furthermore, single houses or duplex houses keep up the tone of the particular neighborhood in which they are built, and that is why we have zoning regulations, to try to keep these things up.

I feel personally that we have not only to think of this as an immediate problem, but what the reaction is going to be in the communities in which this expansion is going on after all this is over. And based upon Bridgeport's experience in the last war, I think that if they followed the same procedure so far as defense housing is concerned—this time—perhaps not quite so elaborate because they probably did put a little too much money into them—the city wouldn't suffer so much afterward.

### GOVERNMENT TOOK BIG LOSS

Mr. Arnold. Mr. Mayor, did the Government take a pretty big loss on the homes?

Mayor McLevy. Yes, it took a big loss. But I feel this time if it built single houses or duplex houses, the Government wouldn't have to take any loss because an amortization plan could be worked out under which they could be disposed of to the people afterward.

The Chairman. Maybe the people wouldn't have work, and therefore no income, and couldn't buy the properties.

Mayor McLevy. Perhaps they wouldn't have work. A lot of people think this is going to last forever. I don't, because that is what we thought in Bridgeport once before, and that is the reason they took a terrific licking. All we can go by is experience.

But I feel that there will be a sufficient number of people who will be able to carry those houses—that is, if there are not too many of them.

You see, at the present time we have two large slum-clearance projects, which doubled the capacity of particular sections of the city. Then you have one defense project of 600, and another of 1,600 in Bridgeport and the two towns right around it.

The Chairman. Being built now?

Mayor McLevy. The substandard projects are nearing completion. The 600-unit project is moving rapidly and the others are getting ready to make a start.

The Chairman. Are those to be single units or duplex houses?

Mayor McLevy. They are supposed to be single and duplex, this last 1,600, but it adds to the problem of the community.

### PROBLEM OF SANITATION

Sanitation is our real problem at the present time, outside of the housing problem, because you have got to build sewage disposal plants and you have got to extend your sewer systems.

The Chairman. Does the city expect to do that work?

Mayor McLevy. I don't see how the city can do it—that is, carry the whole load.

The Chairman. Mr. Mayor, there isn't anything in the situation of your community that is a bit different from the defense centers throughout the United States.

The committee just came from San Diego, and from here we will go to Trenton and Baltimore. We have found, like yourself, that it is just impossible for the local communities to carry the whole load, to take care of the needed facilities of fire protection, police protection, and sanitation. They just can't do it, can they?

Mayor McLevy. No, it cannot be done. It is impossible.

The Chairman. You are limited by law in what you can do? You have your debt limitations?

### DRAFT TAKING NEEDED EMPLOYEES

Mayor McLevy. We are limited by everything. We are restrained by our charter; we are restrained by legislative acts; we are restrained in many ways so that we can only go just so far; and yet this additional burden is thrown on us now, and at the present time they are taking our young men out of the police and fire departments in the draft. Yet if there ever was a time when we needed men in our police and fire departments, it is right now.

We have got to add others to the departments to take their places, and still we are carrying these loads, so you see the whole thing is a cycle. It increases enormously the expenses of the community, and then after it is over you have got, as Mr. Ryan says, tremendous responsibilities in carrying these people. When all this defense program stops, even though the Government does contemplate doing something about it, there is so much work to go through in Congress that we would all be starving to death if the community didn't pick it up, whether it is financially able to do so or not.

Care must be given these people right in the community in which these things are being carried on. If the defense program should stop, thousands of people would be thrown out of work, and the community must take care of them. It even must take care of people who haven't gained residence until some provision is made to get them out of town.

The Chairman. Is there anything else, Mr. Mayor, that you wish to state?

### NEED MORE SCHOOLS

Mayor McLevy. We will probably need a number of additional schoolhouses. All those things dovetail together. Our housing problem is serious now, but our health problem is just as serious, and you have got to provide proper sanitation to take care of these thousands of people, because if any kind of epidemic should start in one of these defense industries, all the armies in the world don't mean anything. That would do more to destroy the morale of the country than anything else; and I think special emphasis should be given to that.

That is my candid opinion, and I sincerely hope that you will use your influence in Washington to try to get the regulations on these slum-clearance projects modified so there may be some flexibility in providing housing for workers who cannot qualify.

I also want to repeat what has already been said: I do believe that there should be some kind of board set up by the State or Federal Government to control this rent situation.

Thank you.

The **Chairman**. Thank you very much, Mr. Mayor.

Our next witness is Mr. Lenda.

## TESTIMONY OF BENJAMIN LENDA, MACHINE OPERATOR, PRATT & WHITNEY CO., HARTFORD, CONN.

The **Chairman**. Mr. Curtis will interrogate you, Mr. Lenda.

Mr. **Curtis**. Will you give us your full name?

Mr. **Lenda**. Benjamin Lenda.

Mr. **Curtis**. How old are you?

Mr. **Lenda**. Thirty-five.

Mr. **Curtis**. Where were you born?

Mr. **Lenda**. Portland.

Mr. **Curtis**. Portland what?

Mr. **Lenda**. Portland, Conn.

Mr. **Curtis**. What is your present occupation?

Mr. **Lenda**. Machine operator at Pratt & Whitney Co.

Mr. **Curtis**. How much schooling have you had?

Mr. **Lenda**. I have had grammar school and 2 years in high school.

Mr. **Curtis**. Did you go to any trade school after that?

Mr. **Lenda**. I went to a business college for a while.

Mr. **Curtis**. But you are some sort of a machinist now, are you?

Mr. **Lenda**. Yes, sir.

Mr. **Curtis**. How did you learn that trade?

Mr. **Lenda**. I went to a defense school over here on Park Street.

Mr. **Curtis**. What sort of mechanic are you?

Mr. **Lenda**. I don't know what they call me—a machine operator, is all I know.

Mr. **Curtis**. How much money do you make?

Mr. **Lenda**. About $40 a week.

Mr. **Curtis**. Are you married?

Mr. **Lenda**. Yes, sir.

Mr. **Curtis**. How much of a family have you?

Mr. **Lenda**. Four children.

Mr. **Curtis**. What are their ages?

Mr. **Lenda**. Ten months, 3 years, 4½ and 7.

Mr. **Curtis**. And you are working for Pratt & Whitney?

Mr. **Lenda**. Yes, sir.

Mr. **Curtis**. When did you begin work for them?

Mr. LENDA. You mean when I started at the aircraft plant or the school?

Mr. CURTIS. When you started to work at the plant.

Mr. LENDA. The 13th of February.

Mr. CURTIS. What year?

Mr. LENDA. 1941.

Mr. CURTIS. Where did you work prior to that?

Mr. LENDA. A. N. Pearson Corporation.

Mr. CURTIS. What do they do?

Mr. LENDA. Florists.

Mr. CURTIS. How long were you with them?

Mr. LENDA. About 15 years.

Mr. CURTIS. About what did you make there—what were your average monthly earnings when you were with them?

Mr. LENDA. Oh, I should say about $85 a month.

Mr. CURTIS. Where did you live?

Mr. LENDA. In a company house.

Mr. CURTIS. And what did they charge you for the company house?

Mr. LENDA. $15.

Mr. CURTIS. Then this defense industry came along and you wanted a better job?

Mr. LENDA. Yes, sir.

Mr. CURTIS. And you have almost doubled your monthly earnings?

Mr. LENDA. Yes, sir; I should say more than doubled them.

Mr. CURTIS. Well, did the florist or nursery company permit you to continue on in the company house?

Mr. LENDA. No; they did not. They ordered me out.

Mr. CURTIS. They built that house to take care of people who work for them?

Mr. LENDA. That is right.

Mr. CURTIS. That rent was reasonable, you would say?

Mr. LENDA. Yes, sir; it was reasonable.

Mr. CURTIS. What is your problem now?

Mr. LENDA. The rent problem.

Mr. CURTIS. Have you been able to find a place?

Mr. LENDA. No; I haven't.

Mr. CURTIS. Where is your family now?

Mr. LENDA. I have a child in Middletown, living with a grandparent, and my wife is with a sister in New Britain, with the three youngest children.

Mr. CURTIS. And your problem is to find a place to live so you can have your family together?

Mr. LENDA. That is right.

Mr. CURTIS. And you haven't been able to find any place in the Hartford area?

Mr. LENDA. I have not. Not only Hartford. I have looked in New Britain, and all over.

Mr. CURTIS. Could you find some, or were the rents too high?

Mr. LENDA. The rents are too high in most cases, and in other cases, because we had children they would not take us; they preferred adults.

Mr. CURTIS. How much of a house or apartment could you get along with?

Mr. LENDA. Oh, I need at least four rooms, anyway. I actually need five.

Mr. CURTIS. But you could get along with four rather than have the family separated?

Mr. LENDA. Yes.

Mr. CURTIS. And how much do you feel you could pay?

Mr. LENDA. Well, around $35 or $40 a month.

Mr. CURTIS. But you can't get anything like that?

Mr. LENDA. Can't find nothing like that.

Mr. CURTIS. And how many months have you been trying ?

Mr. LENDA. Since the 10th of January I have been looking for a house.

Mr. CURTIS. Did you apply to any of the Federal agencies?

Mr. LENDA. Yes, sir.

Mr. CURTIS. That have housing here?

Mr. LENDA. Yes, sir.

Mr. CURTIS. What did they tell you?

Mr. LENDA. Well, I applied at New Britain. My wife applied at New Britain and Hartford, here at the Federal Housing, but you have to be a resident—I understand a resident of Hartford, or the city where these housing projects are—a resident of that city for a year.

Mr. CURTIS. But you are a native of Connecticut and have spent all your time here, have you?

Mr. LENDA. I have; yes.

Mr. CURTIS. Was that the only thing that hindered you from getting a house?

Mr. LENDA. That is all I can think of.

Mr. CURTIS. There are not enough Federal Housing units to go around?

Mr. LENDA. For the outsiders; no.

Mr. CURTIS. Now for the people who live here, are there?

Mr. LENDA. I couldn't tell you—I wouldn't know that.

Mr. CURTIS. Are you able to save any money on this new defense job?

Mr. LENDA. No; just paying some of my back bills.

Mr. CURTIS. Would you have done better to have stayed with the florist?

Mr. LENDA. No.

Mr. CURTIS. Will you get that job back when the defense business is over?

Mr. LENDA. That I couldn't say, either.

Mr. CURTIS. If you don't, what do you expect to do?

Mr. LENDA. Well, I could go into something—it would be just as good as down there.

Mr. CURTIS. That is all.

The CHAIRMAN. Thank you, Mr. Lenda. Our next witness is Mr. Egan.

## TESTIMONY OF JOHN J. EGAN, STATE SECRETARY OF THE AMERICAN FEDERATION OF LABOR, HARTFORD, CONN.

The Chairman. Mr. Egan, Mr. Curtis will interrogate you.

Mr. Curtis. Will you please give your name to the reporter?

Mr. Egan. John J. Egan.

Mr. Curtis. What is your address?

Mr. Egan. My office address is 1023 Main Street, Bridgeport, Conn.

Mr. Curtis. And your residence?

Mr. Egan. 76 Overland Avenue, Bridgeport, Conn.

Mr. Curtis. What is your age?

Mr. Egan. Fifty-five on the 12th day of July.

Mr. Curtis. How long have you lived in the community where you now reside?

Mr. Egan. Since about 1903.

Mr. Curtis. What is your official position at the present time?

Mr. Egan. Secretary of the American Federation of Labor for the State of Connecticut.

Mr. Curtis. How long have you held that position?

Mr. Egan. About 17 years.

Mr. Curtis. And what was your occupation before that?

Mr. Egan. Well. I was a representative of my international organization. My trade is a toolmaker.

Mr. Curtis. Were you living in Connecticut during the last World War?

Mr. Egan. I certainly was. I was in Olen. N. Y., and Erie, Pa., when the war broke out, or the announcement of the war. I came home to stay with my family.

Mr. Curtis. Now, Mr. Egan, this committee is authorized by the House of Representatives to study certain problems in connection with the shifting of population and accompanying problems arising by reason of the defense program.

You have, perhaps, heard the other witnesses. If you have any statement or any suggestions to make we would be glad to hear anything you have to say.

### SAME PROBLEM AS IN LAST WAR

Mr. Egan. I think we are just simply confronted with the same problem that we were in the last war. Connecticut has been picked as one of the munitions centers of the country, and we are going to have to meet the situation with the increased activity on the part of industry that is being urged by the Government, to build more and more munitions industries. The result is that we are going to have an influx of workers from all over the country, coming into the State of Connecticut.

I have taken the position, prior to a year ago, that we ought to put our people in Conneticut back to work before we make any effort to induce people to come from other States, and that there wouldn't be any scarcity of help in the State of Connecticut for manning these industries—these munition plants or any other defense plants—if we could properly house the people. Because the moment word got out there were jobs here, in view of the fact that Connecticut is one of the higher paid States, per capita, people would come to Connecticut in this situation the same as they did in the last World War. And that is proving to be true.

### "PENNSYLVANIA AVENUE" IN BRIDGEPORT

I think they call State Street in Bridgeport today Pennsylvania Avenue because of the large number of automobiles with Pennsylvania licenses upon the street there.

People have flocked in from all over the country because of the opportunities here in the State of Connecticut. Of course it has created a shortage of rents. However, that only applies to the defense cities. There may be a shortage in the surrounding territory, but the jobs are not there.

For instance, in Greenwich, Conn., which is a residential city, there isn't the same amount of work that there was 2 years ago. Our building-trade men have had to leave the city of Greenwich to go elsewhere to get jobs.

I think we have approximately 50 carpenters living in Greenwich—members of the organization—who are working in the city of Bridgeport. I think we have approximately 100 laborers out of Greenwich, working in the city of Bridgeport, and that has applied to workers from the lower end of the State the same as to those from the eastern part.

New London is busy, and people in the eastern part of the State have come into New London, traveling by automobile to work.

All this created a scarcity of rents in the immediate vicinity of those cities, and in those communities where they have come from nobody has any desire to build. Nobody has any desire to buy a home there because there isn't the opportunity for a steady income.

### ESTIMATE OF POSSIBLE SURPLUS LABOR

Mr. Curtis. Mr. Egan, I would value your opinion as a leader of labor, concerning the question as to how much surplus labor you are going to have in Connecticut when this defense activity is over.

Mr. Egan. Well, if my guess is correct, the number of defense workers in the city of Bridgeport will be doubled within the next 18 months. Of course that will mean—and this is true in the other cities, too—that we will have a large number of people unemployed in the State of Connecticut when this thing is over. At the present time I should estimate in the city of Bridgeport approximately 20 percent of the people are employed in the factories working upon defense industries.

My guess is that before this thing is over with, we will have better than 50 percent of the people employed in our factories in the city of Bridgeport, working on defense production. These people will have come from other sections of the country, for the most part, and I think what will happen will be just exactly what happened in the last World War situation.

### THOUSANDS LAID OFF IN 1918

I happened to be working in a defense industry at that particular time. When the war was over we sent committees to Washington to see if we couldn't have the Congress of the United States and the Government do something to keep industry going in order to give the people who were employed in the Remington Arms and other plants in Bridgeport some work to sustain them. But they were laid off by the thousands, and by the time the people got back from Washington, thousands and thousands more were laid off.

Then those people started drifting back to the communities where they came from. They had no income in Bridgeport. Everybody was out of work. I think enlightened people today are studying the problem of what is going to happen after this is over, and they are worried—at least labor people are—that when this thing is over, we are going to have the biggest hole that we have ever had.

Mr. CURTIS. The biggest what?

Mr. EGAN. The biggest hole that we have ever had in the history of the world, so far as unemployment is concerned. Nothing we have had in the past will equal what we will have in the future.

Mr. CURTIS. Is there anything that organized labor can do, such as the encouragement or perhaps the actual promotion of mutual-savings societies or the like, of the wages of defense workers to cushion against the time when all of this stops?

### BACK-TO-THE-LAND MOVE

Mr. EGAN. I don't think so. My own opinion is—and I am pretty well set on it—that the solution for this problem is for people to prepare to drift back into the country when this thing is over with, and I think that anybody who is wise will try to acquire some little piece of land in the suburban districts so he can at least raise something. Because I think the industrial centers of this country, particularly where the defense program is going on at the present time and will continue to go on, will be in such bad shape that there will be no opportunity for employment when this thing is over, because of the fact we are facing a world economic fight.

Mr. CURTIS. And the stoppage of work in industrial centers is going to have its effect upon the tax receipts at Washington, too, is it not?

Mr. EGAN. That is correct.

Mr. CURTIS. I take it that you do not feel that the Federal Government can go on indefinitely paying the bill and providing new works and that sort of think to take care of the situation?

Mr. EGAN. I don't see how it can.

Mr. CURTIS. Well, I agree with you.

Do you have any suggestions of things that Congress could do now that would make the situation not quite so bad when this is over?

Mr. EGAN. Oh, there are some things that we could plan. I think that there could be greater coordination in Washington among our agencies; that the entire effort should not be made for the defense program; that some agency should have as its authority and its duty to plan to meet the situation when the war is over with.

### MUST KEEP ALL INDUSTRIES ALIVE

For instance, through priorities taking place at the present time many of our industries have got to suffer, and they will continue to suffer as this goes on unless there is that complete coordination in Washington in which the industries that are going to be essential and necessary to provide employment after this is over with are permitted to get some of these materials.

At the present time aluminum, brass—many of those materials are going into things that are only going to be used for the defense program. The result is that the manufacturers who are carrying on research work in their laboratory and engineering departments to put new products on the market and supply the trade will not be in a position to do it because everything is going into defense.

Mr. CURTIS. And you think that some attention should be given to supply that branch of private enterprise every opportunity the Government can to get going when the defense is over?

Mr. EGAN. That is right. I don't think that we can predict when this war will end, but we can start right now in doing that. I think we ought to be prepared to have something to take the place of war industries and provide employment for men in munitions factories when this thing is over. We should be meeting that situation today, and we shouldn't wait, because at the present time your guess might be 5 years and my guess might be 7 years, as to the interim before this thing is over with. It will come so suddenly no one will know.

### POTENTIAL POST-WAR IMMIGRATION

Mr. CURTIS. From the standpoint of labor what do you think the Government's policy should be in regard to immigration following the war, when all of the poor, distressed, and harassed people of Europe can get out and away from war-torn Europe?

Mr. EGAN. I think the question of immigration has been a very serious one. There has been some doubt in my mind as to whether the proper procedure has been pursued pertaining to the limitation of immigration when people came from Europe to this country for work and advancement. They created a market that the people within the country were able to enjoy.

As we cut down the immigration, it seems to me we were cutting off our market. On the other hand, organized labor has taken the position that it is opposed to the flooding of this country with immigrants to take the places of our people in the United States. It has been a question in my mind as to whether we were altogether sound in that theory.

### DOUBTS ISOLATION POLICY

If we are going to build up our cities with fences around them to prevent us from buying anything except what is produced in our own particular communities, we are going to find ourselves up against that fence sooner or later. We shall have shut off the rest of the world.

For instance, the State of Connecticut is a fabricating State. We don't produce any ore or any minerals. We fabricate, and we have to depend upon national trade, and therefore we cannot limit our buying capacity to the State of Connecticut. We have to buy because we have to produce for other sections of the country.

Mr. Curtis. Now, one more question: If it was legally possible to increase the rates of contribution paid in the unemployment insurance fund for defense workers, and not at the same time increase it for the workers, would you think that would be advisable?

Mr. Egan. I don't think it is sound.

Mr. Curtis. Would you tell us why?

Mr. Egan. I think in the first place you have got to have sufficient funds to pay out the benefits. Those funds have got to be big enough to stand the drain that will be made.

### TIME ELEMENT OF FIRST IMPORTANCE

I think the important question is the number of weeks of unemployment compensation, not the amounts. When this thing is over with, I think it would be more advisable for us to have unemployment compensation based upon a program that would enable men to draw 26 weeks of unemployment compensation and $15 or $18 a week, rather than 12 weeks at $25 or $30 a week.

Mr. Curtis. I think you are right.

Mr. Egan. I stated at a hearing before the Judiciary Committee that I thought we would need a very large fund when this thing is over with. Some people said, "Let us increase the benefits." I was of the opinion that by increasing the benefits we would be simply taking care of a temporary situation, when we wouldn't need it half as badly as we might when this thing is over with. I was for building up a big fund, so at least we could take care of the shock, temporarily, at that time.

Mr. Curtis. The longer a man is out of work the more he is in need of some payment?

Mr. Egan. That is correct.

Mr. Curtis. Perhaps I did not make the first part of my question clear. I did not mean increasing the benefits paid to the worker after he becomes unemployed. Do you think that the contribution of the worker who is engaged in defense industries should be increased now, because we know that many of them are going to be out of work?

### THE 3,000-A-YEAR CUT-OFF

Mr. Egan. Well, I think that the increased employment will increase that fund. I don't think there is any need of increasing the tax upon the employee.

Here in Connecticut we didn't have the $3,000 cut-off. Now, we have put into effect the $3,000 cut-off because of the fact that the number of people who are earning more than $3,000 is increasing. The result is that we estimate approximately $2,000,000 a year will be saved the employers in Connecticut by this $3,000 cut-off.

Mr. Curtis. By that you mean the fellow who is getting $3,000 a year or more will take care of his own program of saving? Is that the idea?

Mr. Egan. Well, the employer does not pay any tax on employees earning $3,000 and up, so that it wouldn't do any good to raise that tax to 4 cents, if you are going to put it into one pot and take it out and give it back to the employer through merit rating. In fact, I don't think the merit rating ought to be a feature of unemployment compensation. I have taken a very definite position against that. I think there is some justification for a cut-off, but I think Congress made a mistake in making the cut-off at $3,000. I think the cut-off should have been made at $5,000 or better.

### DO WORKERS EXPECT IT TO LAST?

Mr. CURTIS. Now, another angle I want to ask you about: Is it your opinion that the rank and file of these workers and their wives who are coming in here for temporary defense employment have a more realistic attitude toward the matter and fully realize that it is going to stop some day, than they did in the last war?

Mr. EGAN. I think there is no question about that. There is more talk of the future, more awareness, among people than there was in the last war.

In the last war we hadn't had a war for a number of years, and there weren't many people who had gone through an experience like that. The result was that the post-war crash came as a great surprise. In fact, I don't think many people in this country were desirous of having the war end at the particular time that it did end. As far as I recall, there was great jubilation here when the Armistice was signed, but then people suddenly realized they were out of work. But now the people of this country want peace in America, they don't want a war; so I think they have adjusted themselves to the fact that this thing is going to end, and to the realization that when it does end they are going to have serious problems. They don't forget the last depression, or the one that followed the World War.

Mr. CURTIS. That knowledge that they have is going to affect them individually, and they are going to be better able to condition themselves for the surprise that is coming than if they didn't have that knowledge?

Mr. EGAN. I think that is true.

Mr. CURTIS. And it is going to reflect on their installment buying and that sort of thing, is it not?

Mr. EGAN. If it is not one hundred percent true, I think it is our job to enlighten them. Every agency, such as our own organization, ought to bring forcefully to the attention of our people the problem we have got to meet when this thing is over with.

### EMPLOYMENT OF WOMEN

Mr. CURTIS. Do you think the social problems of the country would be lessened if more women were employed in Connecticut in defense industries, and hence fewer outsiders were imported?

Mr. EGAN. I don't think we can employ any more women than we are employing, except that we can provide employment for them in some of the industries that do not require so much skill. I think women are generally employed in industry in Connecticut. I don't think they are mechanically inclined, and on the more complicated machines I don't think they can be adapted as well as men. That is natural, but there has been no inclination to keep them from being employed.

Mr. Curtis. That is all.

Mr. Arnold. I take it, Mr. Egan, that your observation has been that people are saving a portion of their wages now?

Mr. Egan. I think there is no question about that. In fact, if a check-up were made upon the banks, it would show considerable volume of savings. Also, people going to the post offices to buy money orders. There are lines of people there, sending their money somewhere or another and without a doubt they are sending it back home.

### NEED JOBS MORE THAN INSURANCE

Mr. Arnold. Now, you say that you think Congress should enact legislation that possibly would cushion the fall of this emergency program after it is over. Of course we are interested in the enactment of any such legislation, but wouldn't you say that the legislation that has been enacted during the past year will help greatly to cushion the fall?

Mr. Egan. There is no question about that.

Mr. Arnold. Such as social security and unemployment compensation and such measures as that?

Mr. Egan. Of course that program merely provides a stop-gap for the worker; it will just relieve the situation while a person is unemployed. It won't provide the employment. What I am interested in particularly is to provide employment for our people.

Mr. Arnold. After the last war we didn't have any such legislation. Today in my State of Illinois there are 140,000 people who are drawing old-age assistance at an average of about $20 a month. While that is not a great sum, yet it is quite an item. Following the last war there was no such cushion whatever.

Mr. Egan. That is right.

Mr. Arnold. And the younger people had to continue taking care of their parents. But in addition to what we have already done, we want any legislation enacted that will look toward what might happen after this thing is over.

The Chairman. Thank you very much, Mr. Egan.

Our next witness is Mr. Bulkeley.

## TESTIMONY OF WILLIAM BULKELEY, VICE PRESIDENT, NATIONAL TRAVELERS' AID, HARTFORD, CONN.

The Chairman. Have you submitted a statement, Mr. Bulkeley?

Mr. Bulkeley. I have, sir.

The Chairman. Will you state your name and address, your official title, and the organization you represent?

Mr. Bulkeley. William H. Bulkeley, vice president, National Travelers' Aid Association; member of the transient committee, Hartford, Conn.; Hartford Council of Social Agencies.

The Chairman. Your paper will be entered as a part of the record.

[The paper referred to above is as follows:]

### STATEMENT BY WILLIAM H. BULKELEY, VICE PRESIDENT, NATIONAL TRAVELERS' AID, HARTFORD, CONN.

During the past 12 or 13 years as a member and later the president of the Travelers Aid Society of Hartford, a member and chairman of the transient committee of the Council of Social Agencies and as a director and vice-president of the National Travelers Aid Association, the opportunity for an active participation in work relating to the problems of moving people has been afforded me. We have been through the period of depression and recovery when loss of jobs, collapse of business, the closing of plants in many small towns as well as the depressed condition of agriculture forced many people to leave their homes and native communities in an effort to find a solution of their problems in the hope that there would be a better opportunity somewhere else than in the community in which they had been living.

Today, as many thousands, possibly more thousands, of people are leaving their native community, in many cases giving up jobs and moving to other communities in the belief that they can secure a better job than the one they have now, a better opportunity than the one they have now. The basic cause that has set these people in motion on the road, traveling from one part of the country to another, is the same—the desire to better oneself, the desire to secure a better job, the desire to increase their income and raise their standard of living.

### MOVING WITHOUT PLAN

During both periods many of the people that are moving have been doing so without a plan, without a definite job assured them at their destination. Many start out without a definite destination but spurred on by an optimism and faith in rumors and reports that in certain large cities business is booming, that jobs are plentiful, that opportunities are there for everyone regardless of the extent of their education or industrial training or other qualifications that fit them for rendering skilled and competent service.

Hartford is a defense center with a rapidly expanding manufacturing industry and a city with a reputation of being prosperous and with jobs that pay well has appeared to be an especially attractive goal for many people filled with a desire to better themselves and ready to take chances in order to accomplish that purpose. The effect of this flow of people toward Hartford was immediately felt in an increased amount of travel resulting in increasing demands in our local agencies to provide temporary housing, meals, lodgings, and other assistance until the first pay day came and the newly arrived migrant worker now settling in the community was in a position to repay these advances. Many of the people that came to the attention of the agencies did not get jobs because they were not qualified for them and probably should have stayed at home, and not started out in the first place, inasmuch as the demand was for skilled workmen with training and experience. The opportunities for those lacking in skill did not exist in the same proportion as the openings for skilled workmen. In this case there was the necessity of getting temporary jobs or providing temporary housing and meals until plans could be made for returning these people to the place from which they came. As the knowledge that Hartford had jobs to offer spread the number of people coming into the city increased in spite of the efforts of the State employment bureaus and other organizations to regulate and control this flow of people seeking jobs; nevertheless many people came into the community without the slightest chance of success in securing work.

### PEOPLE WITH AND WITHOUT PROSPECTS

These people divide into two groups: Those with qualifications for jobs and the prospect of jobs, and those with no prospects for jobs. The demands on our agencies differed widely, therefore, in the requirements that had to be met. One group required contact with the community which they had left and the development of plans for their safe return, or in some cases the necessity of assisting the individual until an opening requiring their limited skill or qualifications developed in the community.

As the volume of the other group of skilled workers increased the supply of single rooms and living accommodiations for individuals that were regularly available to the agencies were no longer adequate and it was necessary to take steps to secure additional room for these people. Gradually during the past year the housing situation, which already was very restricted, became a greater problem as people came to the community and could find no place for their families. Establishment of the housing bureau under the chamber of commerce developed from these conditions. During this period the transient committee was active in pointing out needs and referring them to the proper organizations and authorities for action.

Working out solutions to the problems of migrant workers as with any other class of transients requires prompt ascertaining and investigation of the facts of the case with a view of determining what is the best plant to develop for the migrants. Should a plan be worked out for them in this community, or should they be returned to the place from which they came? Questions of legal settlement come up and must be clarified and the facts verified before these plans can be developed.

Here again we find the same difficulty that was encountered in trying to develop satisfactory plans for handling the needs for transient persons throughout the past 10 years still hampering our efforts because of the many inconsistencies different State laws, and the narrow, selfish viewpoints from which the various regulations and laws of the different States are established. Each city and community adopts a policy of restricting and minimizing the amount of assistance offered to a transient for fear that a more liberal policy will lead to an influx of these people in the community because it has the reputation of having an intelligent and adequate policy for assisting these people.

### AGENCIES MINIMIZE PROBLEM

One of the major factors that hinders the development of adequate plans for migrant individuals or families is the general disinclination of public and private agency officials to admitting that a transient problem of any sort exists in the community. Admission that there is a problem involves providing additional funds and in a tax-conscious community causes a feeling of resentment to arise against giving assistance to this group and those that give it.

Back of this is found the basic difficulty that citizens of our local communities are hostile in most cases to all forms of aid to transients. This is revealed in the widespread opposition that springs up to proposals to provide temporary housing facilities in the form of inexpensive group housing developments of temporary nature or to trailer-camp developments.

False reports are spread about as to the type of people, the health and sanitary conditions and other phases of trailer-camp life. Movements develop rapidly to ban these people from the community by application of severe restrictions operating under zoning, health, or building code regulations.

The need for developing a friendly and understanding attitude on the part of the general public is a crying need. Plans for extending community resources, especially recration resources, to the migrant groups is one of the most favorable approaches toward the solution of this community attitude and should be encouraged as a means of breaking down the barrier between the migrant citizen and the local resident citizen.

### TREATMENT SHOULD BE UNIFORM

Year after year it has become increasingly evident that in order to have a sound program for assisting migrants, whatever their character may be and whatever their qualifications may be for assistance, that there should be some basis whereby a citizen of the United States of America will get the same standard of treatment in whatever part of the country he may be, and regardless of he circumstances under which his needs arise. With the development of such a standard and such a policy, the problem of the local communities in offering assistance to transients will be greatly simplified. The barrier to rendering adequate and humane assistance will be removed with the realization that a citizen of Hartford will receive just as fair, just as adequate a standard of help in his time of need when he is away from Hartford as the stranger or transient who is in Hartford will receive when he calls upon this community for help.

One of the greatest steps that can be taken for working out the problem of migrant workers is the standardization of settlement laws under which settlement is gained or lost, the elimination of possibilities that persons can develop a status in which he has no legal settlement in a community and, therefore, is ineligible for assistance. Leadership on the part of the Federal Government in setting up a cooperative program with the various States would undoubtedly do a great deal toward improving the conditions of that large group of people who must not only work for their living but in their lifetime shift their homes many times from one part of this country to another, due to the pressure of economic conditions.

## TESTIMONY OF WILLIAM BULKELEY—Resumed

The CHAIRMAN. We have only a few minutes left, Mr. Bulkeley, and if you will just highlight your paper now, the committee will appreciate it.

We would like to hear particularly of the settlement laws. I understand you are an authority on settlement laws and the desirability of settlement laws and what hardships the present laws work and what you think should be done with respect to repealing or changing these laws.

Mr. BULKELEY. I will be very glad to do that, sir.

In dealing with migrant persons, or transients, we have found that one of the greatest problems that has come up, repeatedly, has been the question of legal settlement. It has to be determined in every case in order to work out a solution of their problem, either in the community in which their case comes up for handling, or in the community from which they came.

Legal settlement is particularly serious in connection with families. There have been cases where families have had to be split up, due to settlement laws.

### PEOPLE DO NOT UNDERSTAND LAWS

Another difficulty that is very serious in connection with settlement laws is the fact that people generally are ignorant of the very existence of these laws. They don't know the settlement laws of the State in which they live; they don't know what the requirements are to gain settlement in the State to which they have gone; and as a result, frequently they make a move, leaving one State and going to another, without this knowledge, and they find they have lost a valuable privilege by going out of a State and having to return after a short time. They have lost their settlement.

The situation is further complicated today by the fact that many of our States have been tightening up their requirements—in other words, putting restrictions on the freedom with which people can move about the country. The policy back of that has generally been a selfish one, I should say, of trying to lighten their own burden by passing it off to somebody else.

There have been a great many changes in the past 2 years along this line. [To Congressman Arnold.] The State of Illinois, which I believe you come from, sir, is one of the States that radically changed its law, and it has worked very considerable hardships on the people out there.

Mr. CURTIS. May I ask a question?

The CHAIRMAN. Certainly.

Mr. CURTIS. During the first year of the existence of this committee, we had a great many people discussing the subject of settlement laws, and we dealt with it considerably in our report that was filed in Congress last April.

Among the social workers there were two groups: One who believed in the abolition of all settlement laws, and the other one in a move toward uniformity. Which are you suggesting?

### FAVORS UNIFORMITY OF LAWS

Mr. BULKELEY. I would favor uniformity.

Mr. CURTIS. Do you think that can be accomplished through the ordinary channels of the Association for Uniform State Laws, or do you think it will have to be established by financial bait from the Federal Government?

Mr. BULKELEY. I think it can be accomplished more quickly by the Federal Government offering some inducement toward standardization.

Mr. CURTIS. In other words, you believe that certain of the funds appropriated by the Federal Government for this type of relief should be made available to a given State, conditioned upon the fact that its settlement laws will meet a certain standard, and in that way tend to make them similar all over the United States?

Mr. BULKELEY. That is right.

Mr. CURTIS. Now, you stated that you thought it was selfishness on the part of the States in creating their settlement laws. Well, after the race is once started among the States, it becomes a matter of self-protection, doesn't it?

Mr. BULKELEY. That is right.

Mr. CURTIS. If all the States surrounding you are requiring 3 or 4 years settlement before a person can get relief, their situation would be identical; but if some State reduces the requirement, that State would immediately inherit the entire problem of the States around it. Isn't that right?

### INTRASTATE SETTLEMENT PROBLEM

Mr. BULKELEY. That is right. I think the problem of settlement also comes up in connection with local communities. That again is regulated by the laws in the different States. You have a local problem within the States as well as an interstate problem. I don't think people realize that you have both the local as well as the interstate problem.

Then there is another question that comes up in relation to settlement laws and that is the matter of public opinion—the attitude of the local residents toward migrants or transients.

It seems that frequently they are misinformed as to the type of person the migrant is. You have had migrants testify here. They are simply people who are moving about the country, and yet many people think only of some one who stops at their back door for a hand-out as being a migrant, and their attitude toward the newcomers in the community, particularly those who are forced to live in trailer camps or in temporary housing, is very unfavorable. They are not friendly to them, and they are loathe to accept them into the community.

I think they feel migrants are going to bring new problems and heavier taxes, and for that reason a program that will tend toward uniform standards throughout the country and uniform conditions under which these people move from one place to another would be constructive. People wouldn't feel that because a migrant family comes into a community, they will be a detriment rather than an asset.

### RETURN OF DEFENSE WORKERS

On the other hand I can also see—and it has been brought out, I think, pretty clearly today—that we have a problem, or will have a problem later on, when people have to move back, or want to move back, to where they came from. Because, although you work out a plan to keep these people in the new community as long as the defense industries are busy, when the boom is over, most of them, as near as I can find out, have plans to go back where they came from. And when they shift back, they should be enabled to do so with the least hardship. I think there will be as big or bigger problems in caring for these people when that time comes than we have now.

Now, at least, they have the benefit of jobs and increased income. At that time they will be needing assistance, perhaps, to return home. They will be returning, not knowing what they are going to do when they get to their own community. Those communities will be faced with the problem of helping them.

Mr. Arnold. And many of those communities will not have benefited from the defense program?

Mr. Bulkeley. That is right.

The Chairman. Thank you very much, Mr. Bulkeley.

Mr. Curtis. Mr. Chairman, I see we have a distinguished gentleman in the audience, Former Congressman William J. Miller. I think he might have something to add.

The Chairman. If Mr. Miller wants to make a statement, we will be delighted to hear him.

## TESTIMONY OF HON. WILLIAM J. MILLER, FORMER MEMBER OF CONGRESS FROM THE STATE OF CONNECTICUT

Mr. Miller. Mr. Chairman, and gentlemen of the committee, I have no prepared statement. I came up simply to listen and to welcome some of my former colleagues to Hartford and to Connecticut.

I have got a great deal out of listening in at this hearing. I think every resident of a community in which there are large defense industries has given a good deal of thought to the problem we face immediately, and to the more difficult problems of the future, when this defense program and boom collapses.

If I may be bold enough to express purely a personal opinion, it seems to me the mistake made thus far is that the responsibility has been split up among several agencies—the Bureau of Yards and Docks of the Navy, the Public Works, the R. F. C., the Farm Security, and so forth. I don't know how any city official or town official can get any definite commitment of what the Federal Government can and will do in his community.

One representative comes into a community, as has happened near here, with a proposal all worked out with the proper town authorities, and then next week that is all out the window and there is a new approach to the problem.

Mr. Curtis. You are speaking with reference to housing?

Mr. Miller. Yes, sir; I am not going into the question of sewage disposal and fire protection and all that sort of thing. I think housing should be considered in just two ways: One of providing, first, very temporary, definitely temporary housing, and after that, and as soon as it can be arranged, definitely permanent housing.

I don't like to see the defense housing and the U. S. H. A. mixed up, other than to meet a temporary emergency.

I agree wholeheartedly with the principle expressed by the mayor of Bridgeport that more units of the single and duplex type of housing should be build just as soon as they can be built. These men are earning at the present time fair wages, and if they had a stake in the home that would be built nearby here, I think many of them would find permanent residence in this area and they would be desirable people.

### FAVORS ARMY TENT CAMPS

I don't like the trailer camps. I should think, in a community of this kind where the aircraft and perhaps the Colt Arms are the largest employers, that that would be a concern of the War Department, and here I disagree with the mayor of Bridgeport.

I would much rather see the War Department come in and establish a tent community until housing can be prepared than to see trailer camps set up.

I think you heard one witness testify he was paying $20 a month in a trailer and $12 rental for the land. I believe those families would be much better off in a tent community, supervised by medical officers of the War Department. I don't think they would have as much concern about sanitary conditions if the War Department were in charge, because the War Department can set up such a community and the sanitary conditions would be A–1. They do it on the scale of providing for as many as 30,000 men. At Camp Edwards the Army went in and built a city of 30,000, with a sewage-disposal plant which is now complete, one that would be a credit to any small city. I think they are prepared and equipped to do it.

I could ramble on with those ideas but I said I didn't have a statement. I simply wanted to welcome you here to Hartford and I thank you for this opportunity.

Mr. Curtis. We thank you, Mr. Miller, and I am sure if you want to extend your remarks the committee will be glad to have them in the record.

The Chairman. We are always glad to have a former colleague appear before us.

Now, if there is nothing more, we will recess until 2 o'clock.

(Whereupon, at 1 o'clock p. m., the hearing recessed until 2 o'clock p. m., the same day.)

### AFTERNOON SESSION

The committee met at 2 o'clock p. m.

The Chairman. The committee will please come to order.

Our first witness is Mr. Booma.

## TESTIMONY OF HERBERT BOOMA, CHAIRMAN OF THE HOUSING COMMITTEE, CHAMBER OF COMMERCE OF EAST HARTFORD, CONN.

The CHAIRMAN. Mr. Booma, will you state your name and official connection and address for the record?

Mr. BOOMA. My name is Herbert Booma. I am chairman of the housing committee of the Chamber of Commerce of East Hartford, Conn. I live at 49 Chapel Street.

The CHAIRMAN. What thought do you have in mind?

Mr. BOOMA. I heard the hearings yesterday, and I heard them this morning, part of them, and as far as East Hartford goes, most of you are aware that the United Aircraft plant is there, and there seems now to be a bridging between the Government officials and the civic-minded townspeople of East Hartford as to who is going to build, the Government or private enterprise.

I don't know that anybody has come to a point. Nobody seems to know how things are going—neither the Government nor private enterprise—so that it seems to be that bridging that will be necessary at this time, and I believe it is a lack of coordination in Washington or perhaps in your officials.

The CHAIRMAN. Thank you very much.

Our next witness is Mr. Abrams.

## TESTIMONY OF BEN ABRAMS, SECRETARY, HARTFORD CIVIC AND ECONOMIC WELFARE COUNCIL, HARTFORD, CONN.

The CHAIRMAN. Mr. Abrams, will you give the committee your full name?

Mr. ABRAMS. Ben Abrams. My address is 116 Asylum Street. I am secretary of the Hartford Civic and Economic Welfare Council.

The CHAIRMAN. Mr. Abrams, we are trying to finish this afternoon. I don't want to curtail your testimony, but we have a number of other witnesses. May I ask you if you have filed a statement?

Mr. ABRAMS. Yes, sir.

The CHAIRMAN. Your statement will be incorporated in the record in full, but if you want to bring out a few points we will be glad to hear you.

(The statement referred to appears below:)

### STATEMENT BY BEN ABRAMS, SECRETARY, HARTFORD CIVIC AND ECONOMIC WELFARE COUNCIL, HARTFORD, CONN.

Our federation of 101 A. F. of L. and C. I. O. labor unions, the North End Negro Conference group, social, fraternal, church, and civic organizations, is comprised of wage earners. Our aims are:

Locally: Cooperation with business toward an economic solution of poverty and insecurity; slum clearance; low-cost housing; extension of the State university; and the furtherance of food and cotton stamp plans and similar projects. Internationally: Distribution of the world's resources so that each nation in turn may provide for its workers in a manner similar to that which we advocate for our own Nation. We feel that God has well provided this earth with a sufficiency for all people; and we believe that with our brains, science, and ingenuity, we can—if the heart is willing and true democracy prevails—provide adequate distribution for the happiness of all peoples of all lands.

Your honorable committee being concerned only with the solution of immediate pressing problems, we submit to you facts which we believe you should know about the Hartford area. We hope to clear up some mistaken impressions gathered from surveys and statistics which, when properly analyzed, change the entire complexion.

Hartford has been fed a barrage of half-truths, in an attempt to minimize a grave housing situation by the manipulation of averages. The average idea is that device by which the 10-cent-meal eater is convinced that since so many others spend $3 for plank steak dinners—the average being $1.55—the 10-cent meal does not really leave anyone going hungry.

"Hartford rents are the highest in northeastern United States," says the Hartford Housing Authority. "Record-breaking home buildings," is reported by the Federal Housing Administration. Statistics prove that there are a telephone, automobile, 10 acres of land, and a radio for every person. Yet the Hartford Housing Authority survey in 1939 showed 13,000 substandard (25 percent of total) dwellings in Hartford—dwellings without private toilets and bathtubs. The cattle-inspection laws are more rigidly enforced than the home conditions of human beings.

The authority survey on rents issued in March indicates a 12 percent average rent increase, but does not explain that 80 percent of this information was gathered prior to the overwhelming increases which Hartford tenants have experienced subsequent to the collection of these data. One thousand low-cost dwellings (exclusive of slum clearance) have been demolished in the past 10 years, with none erected for low-inome workers.

### ROOMS REGISTRY FINDINGS QUESTIONED

The chamber of commerce rooms registry bureau cannot possibly show the true picture of rental needs. Its first two newspaper releases decried their inability to supply rents in the lower brackets, which discouraged such applicants from registering. They issued a statement, however, that their records show a $3 average rent increase. When confronted with a break-down, we find these statements based on just a few applications—mostly new arrivals sent to the bureau by the manufacturers—and they termed this a fair sampling. The newspaper release spoke of average, but did not state how many this included, or how long the people had lived here.

Last October, when Mr. Knudsen visited the Pratt & Whitney Aircraft plant, he predicted a tremendous expansion of the factory and the number of employees. At that time, the Connecticut Federal Housing Administration office and the East Hartford Chamber of Commerce urged Mr. Palmer, coordinator of defense housing in Washington, to cancel contemplated plans for 5,000 low-cost dwellings throughout this area. Private industry got the building "go" sign. The Federal Housing Administration and Mr. Charles F. Palmer publicized the fact that 400 houses were immediately planned as a result. Inquiry as to the cost of the dwellings, their location, and other pertinent information, was met with arrogant refusal. The information was desired to ascertain if the price-range and purchase details were within the means of the masses of defense workers.

Now, after 8 months of free rein to private industry, the housing situation is in even worse condition. Last month, against the wishes of the East Hartford Chamber of Commerce—but this time with no protest from the Federal Housing Administration—the Government was compelled to commence building 500 permanent dwellings in East Hartford. With no publicity for the acceptance of applications for the 1,000 defense dwellings being erected in Hartford, over 800 applicants have already applied to the Hartford Housing Authority.

Additions are still being made to our defense plants, and new employees are constantly being hired. A steady stream of out-of-State workers is pouring into our defense centers, and predictions are being made of more and more employees for defense factories. The problem of housing this overwhelming influx of workers is not receiving intelligent planning.

### NEED FOR 5,000 MORE DWELLINGS

There is now need for 5,000 additional dwellings in the 30-mile radius of Hartford. If the new housing is thus spread, there can be no fear of subsequent "ghost towns." Private industry, though it has had ample time, has not supplied this need, as promised by the Federal Housing Administration; and Mr. Palmer does not contemplate doing so, and cannot do so. We feel that housing is definitely a part of the cost and the responsibility of our defense program. Families cannot be separated, with husbands visiting the other members only occasionally. The high cost of separate maintenance is, as stated by Mr. Buell, of the rooms registry bureau, causing many defense workers to return to their home cities.

The vacancy ratio of defense-worker dwellings is a large minus figure, and not the 1.06 average. The few vacancies represented by this 1.06 are entirely in the higher bracket rents. Dr. Burgdorf, Hartford Health Department, says, "We view with alarm the building up of combustile conditions, merely awaiting a spark to ignite it."

The juvenile commission is disturbed by the crowding of adolescent children into adult sleeping quarters to facilitate subletting of rooms to meet increased rents. The welfare department has condemned the practice of rent-gouging. Our mayor, the legal aid bureau, and the housing authority have been besieged with complaints of evictions. The council of social agencies of the community chest has deplored these conditions. The Catholic diocese bureau has been besieged with the problem of large families unable to find quarters, and dividing the children up into several homes. Lack of space prevents the mention of innumerable agencies which fear conditions of the future with the expected further influx of workers.

### RENT CONTROL A NECESSITY

Despite the increase of housing facilities which inevitably must be built, there will remain an inescapable shortage, and with it must come, unless crecked by authoritative control, a continued spiraling of rent increases. Rent control is a necessity for this area if we are to prevent worker dissatisfaction, a let down in production, strikes and labor turnover. The United States Department of Labor recently stated that Connecticut had the highest labor turnover of all 30 defense maufacturing States. Eighteen months ago, realizing the possibility of rent gouging, we appealed to Mr. Russell Allen of the Hartford Housing Authority, emphasizing the need of study and preparation to meet this problem. The National Housing Officials Association, with Mr. Allen as a member, appointed a committee which, after a year of study, submitted its report, urging fair rent commissions during the emergency in defense centers. It was submitted to the National Advisory Defense Council, which approved the report and drew up a model bill for use by interested groups, for State legislative enactment.

Meanwhile, delegates of workers' organizations throughout Connecticut met in Hartford to prepare a fair-rent bill. The deadline for presenting this bill to the legislature was drawing near. Prior to the hearing of the judiciary committee of the legislature, we conferred with Mr. Richard Jones of the real estate board. We learned of their opposition. He suggested amendments. He recommended the normal rent date, the ceiling on rents to be considered, the duration of the bill and exemption of new buildings, all of which we readily accepted and submitted at the hearing.

We absolved the real-estate-board members of charges of various abuses, and further recommended that three of the five commissioners be members of the board. We did this to overcome the fears of the real-estate men of the abuse of power granted such a commission. We thought this would be the answer to their complaint of Government regulation. We thought this would be self-regulation, with power only when they themselves willed.

Their final reason for finding no need for this bill was a letter they received from General Wadhams, then chairman of the State defense commission. He complimented them on the splendid investigation they made of rent complaints at the State defense office. We tried to get the facts, but the report was confidential; even with names and addresses deleted, it still was confidential. Finally, the general admitted he had written to the landlords, but explained that he had no means of following up and finding out if his recommendations had been accepted. Yet, on the strength of this procedure, the real-estate board bases its reason for denying the need of such rent control. They refused an invitation from radio station WTHT to discuss the issues on its forum on the air, or with our committee, but again issued a statement repeating General Wadhams' complimentary letter justifying their position.

### INVENTORY OF FACTORY CAPACITY

Last December, at the New England Conference of National Housing Officials Association, General Wadhams spoke of a most thorough inventory his defense commission had made of the factory capacity and items manufactured throughout Connecticut as a defense preparation. Already the influx of workers was at a high momentum. When asked about an inventory of the housing for this influx, the general answered, "There are no funds available." At this same conference, Miss Winifred Johnson, tenant selection director of the Hartford Housing Authority, stated, "The applicants for slum-clearance projects show a 36 percent average of their income going for rent." Twenty-five percent is considered high. This information was gathered prior to the tremendous rent increases since last January.

The realtors' solution seems to be—quoting some of their prominent members and officers: "Let the factories build the houses as they used to do," or, "We give these migrating workers a job. They should appreciate it. Suppose they see their families only once a week—so what?" Others are open-minded, however, and agree that rent control is necessary; but these persons always speak off the record. On the other hand, Mr. Berkeley Cox, chairman of the housing authority, openly announced his approval of the bill.

### APPEAL TO STATE DEFENSE COMMISSION

An aldermanic investigation commission, as recently voted by our common council, is not the solution. No Connecticut city can acquire police power to enforce their decisions, except as granted by the State, and our legislature has concluded its session, ignoring the bill.

Therefore it is now up to the State defense commission, to whom we are now preparing our appeal. If refused by that body, we must seek relief with Mr. Henderson's office of price control.

We have left that step as a last resort, to satisfy a minority conservative faction in Connecticut of our fairness, and to avert complaints that State's rights are being ignored.

May we appeal to your committee to acquaint our National Government with these needs, and use your influence with the National and State Defense Commissions to relieve the situation caused by housing in defense areas, by these measures:

First. Building of permanent and temporary housing, spread over wide commuting areas, to avoid "ghost town" fears.

Second. Institute measures facilitating the creation of fair-rent commisisons in defense areas.

Third. Creating a body to whom appeal can be made when influential minority groups, by undemocratic means, frustrate the wish and will of the majority.

(The following was submitted by Mr. Abrams as supplementary material to his statement. It was received subsequent to the hearing and, in accordance with instructions from the chairman, was made a part of the record:)

Not only are there no vacancies in any bracket of rental housing in the Hartford area, but Mr. Allen, of the Hartford Housing Authority, estimates over 4,000 doubled-up families in Hartford alone. Over 1,300 applications are now in for the 1,000 defense dwellings to become available this winter. A large number of recent marriages necessitate a further supply of dwellings. Public improvements have compelled a number of demolitions.

Aviation will not revert to its original status; the aircraft factory will not go back to its original number of employees when this emergency is over. A diversified industrial city like Hartford will not lose all of its influx population.

In 1939, prior to the present influx of workers, there were then 1,800 doubled-up families in Hartford. The vacancy of 2 percent was only in the higher brackets. When inspection agencies apply more rigid application of laws there will be at least 1,000 demolitions of dwellings, unfit for habitation. Even under normal conditions of the postemergency period, we shall be tremendously underhoused in dwellings of lower rental brackets. Every real-estate expert admits there must be a 5-percent vacancy ratio for normal application of the principles of supply and demands. Hartford proper is now, conservatively figuring, short over 2,500 permanent dwellings. The area needs 2,500 more, spread out over a radius of 30 miles.

Defense factories in towns like West Hartford draw all workers from Hartford and other cities. The Government should build at least 500 permanent rental dwellings in this town for the 5,000 defense workers at the Pratt & Whitney machine shop in West Hartford. This should not be confused with the 500 dwellings now being built in East Hartford for the Pratt & Whitney aircraft plant.

Ten thousand additional workers are expected to be added to the defense factory pay rolls this fall. The conditions will be deplorable if immediate building is not commenced. It cannot wait for the winter. The people now living in make-shift summer cottages will have to keep warm in a suitable dwelling this fall. Instant action is needed.

## TESTIMONY OF BEN ABRAMS—Resumed

Mr. ABRAMS. Are there any questions the committee would like to ask me?

The CHAIRMAN. As we understand it, the mayor of Hartford estimates that Hartford has grown by 32,000 people since the last census. Has housing in any way kept pace with this increase?

Mr. ABRAMS. It is all in the future. Our defense housing will take care of 1,800. The applications that are already in will take care of only a part of the doubling-up that we have.

People are willing to double up for a little while. They find it fun at first, but after a while it gets on their nerves, and I think it would be dangerous to keep them that way too long.

The slum-clearance houses, part of them, were built on vacant land which adds that much housing, but this city has gone through, in the past 10 years, a demolition of 1,000 dwellings. They were all low-cost housing, and new low-cost housing has not been built to replace them. As a result we have been experiencing a constantly diminishing supply of low-cost housing.

The present facilities for housing people or plans for the future are so inadequate that it is a very dangerous situation.

### UNCERTAIN OF POWER TO CONTROL RENTS

The CHAIRMAN. What have you got to say about the rent problem here?

Mr. ABRAMS. Well, I have been working with our committee on rent control now for 18 months. I think our statement covers all of that. In the last few days there has been a test case set up in Washington under the O. P. M. The O. P. M., I understand, has a bureau which will look after rent control.

Here we are in a quandary. Our board of aldermen voted to have a rent control commission. Now, they don't know whether the State defense commission has the power to grant them the necessary authority, or whether they have to get it from some Washington bureau, or from the O. P. M. Those things should be made clear, or laws enacted which will facilitate the creation of rent-control commissions.

I called the State defense commission, asking them whether they had authority to grant that police power, and the answer was that nobody officially asked them, so they didn't get a ruling from the Attorney General. However, for the last 6 months the papers have been full of it and, in fact, their ex-chairman, who is now a member of their committee, has been approached on this question a number of times, and the committee members still haven't made up their minds on it.

But a year ago, without anybody telling them to do it, without any official request or anything, the Connecticut State Defense Commission made a list of all the factories in Connecticut and what they can produce, even down to detailed parts, and what equipment they have. It was all set up ready for action.

### PLANNED FOR THINGS, NOT PEOPLE

In other words, we planned for the production of things, but not for the housing of the people who are to produce the things. That is what the State defense commission here did.

The CHAIRMAN. You are right, Mr. Abrams. While we are manufacturing guns and bullets, we have got to take care of the people who are doing the work, and their families. In other words, civilian morale is as important as Navy or War Department morale, isn't that true? You can't destroy the one without destroying the other. And along that same line, housing is an integral part of national defense, isn't it?

Mr. ABRAMS. We feel it is part of the cost and part of the responsibility.

The CHAIRMAN. What about families with many children? Are there any discriminations against them here?

Mr. ABRAMS. Well, that has all been covered, so I won't waste any more time repeating it. It is a very bad situation. I think, however, the housing authority could have provided for larger apartments in their recent program, after knowing of the situation; and even now, by the mere process of breaking down a door or part of a wall, they could make a 4½-room apartment into a 7-room apartment, and take care of those people; and by the socialized rent scale, they would not have to pay the price of a double apartment.

### ROOMS REGISTRY ONLY PARTLY EFFECTIVE

The CHAIRMAN. Do you believe that the rooms registry bureau has been or will be effective in finding dwellings for the incoming people?

Mr. ABRAMS. From their own admission they can do nothing for the low-income groups. Their first two newspaper releases said so, and that discouraged applicants. That is why their statement submitted to you, showing how few people applied to them, should not be taken as an indication of the lack of applicants. They told them not to come, and so naturally they didn't.

The CHAIRMAN. What has your organization found in regard to the number of substandard dwellings in Hartford?

Mr. ABRAMS. Well, our organization is suffering from the same situation that many organizations in the country are. We have no funds. We cannot conduct surveys, and that is why, in our recommendation, we urge some sort of national bureau that can come into a city and make the surveys for low-income group organizations that haven't the facilities to do the thing like getting up such a beautiful brochure as the Manufacturers' Association presented you.

We don't have the facilities; we can't even afford a secretary. The Government, I believe, should provide a survey, and that is why I think your committee here may be a means of obtaining one.

I think Congress is to be commended for the idea that brought such a committee to Hartford, or created such a committee, because we are going through the same situation here.

### OUR CHILDREN MIGHT BE ABUSED

Not long ago they wanted to put up temporary housing on New Britain Avenue, and I thought of the book, Grapes of Wrath, in which the people were driven around from camp to camp. That is what happened here. The people said: "If these people come in our children might be abused by the newcomers." But they allow a circus to come in, with workers who follow the circus, and this town and all the towns around here have had trouble with them; but when you suggest this type of defense housing on the same grounds that the circus uses, that is dangerous to the morale of the children. It was all just an escape or an excuse by landlords who feared what they thought was a yardstick in rents which it might become in a way, frankly.

### SAYS NEEDED HOUSING IS RESISTED

The CHAIRMAN. According to your paper private real estate interests are resisting expansion of needed defense housing.

Will you provide the committee with some substantiation of that assertion?

Mr. ABRAMS. I think the East Hartford situation that Mr. Booma just spoke of is the best example in this locality of how private builders have sold Mr. Palmer, the housing coordinator, down the river.

Last October it was the idea of the housing officials in Washington to put up 5,000 houses in this area. The East Hartford group of builders and those in this locality, together with the local F. H. A., which is tied up with private builders, promised Mr. Palmer that if he dropped the idea and gave the builders the "go" sign, they would take care of all the housing necessary because these houses would go up in hundreds and hundreds.

Well, the "go" sign was given them. Washington rescinded its order, and it was announced immediately by Mr. Palmer—it was A. P. news—that 400 applications were immediately approved.

### CAN'T FIND THE HOUSES

As I mentioned in my statement to you, to this day nobody ever found where the 400 houses were ever approved. We assumed they were in East Hartford, but maybe they were all over the State, accumulated for a month. Those houses were not for the masses; they were for the people making money out of defense workers or for the top executives, but they were not in the low-income group of people whom we must build these houses for.

They are again telling them, "Well, now with the amended law we can do it." Well, if a builder is building 40 houses or 200 houses and has his choice of a buyer—between the one who will pay him the $500 down or first money out of rent over a period of time—he is going to choose the down-payment buyer.

### BUILD A LITTLE AT A TIME

These people haven't enough money. They are small builders. They haven't enough money to build private houses—500 houses at a time—so they build 40, and with the profit of the 40 they build another 40; but if they had to build these houses on rent income—not getting the down-payment money—they would have to stop right there. It is economically impossible for them to supply the need, and yet they are using this argument now with Washington "to give us time."

Well, they had 8 months. They haven't provided any housing to take care of the situation, and we are today in this situation in Hartford because of the untrue statements of private builders and the F. H. A. at that time—last October—and they are bringing out the same record again and playing it over, with just a little change in the tune.

The CHAIRMAN. Don't you think, Mr. Abrams, that there should be a clearing house of some sort between the representatives of the defense cities like San Diego, Hartford, Bridgeport, Baltimore, and Trenton, and so forth—a sort of central clearing house, where they could make contact and get the answer quickly, rather than having to run around to many agencies?

Mr. ABRAMS. The answer to that is, if we had a housing coordinator in Washington, in Mr. Palmer's place, who was open-minded and not pro-real-estate and probuilder, and not forgetting the people on the other side of the tracks, you wouldn't have today's squabbles. That is his job, to coordinate. They have tried to overcome the problem in the position they have created as a housing coordinator. But Mr. Palmer is not doing his job properly. He is unfair. All he knows is builders and real estate men. He forgets the poor people, who have no access, no means of making an organized appeal to him.

Mr. CURTIS. Should any of the criticism be placed upon the different agencies that he is trying to coordinate?

Mr. ABRAMS. His is the final word; what he says goes, so he can step on them pretty fast.

### CITES 5,000-HOME PROJECT

Mr. CURTIS. He can compel, for instance, the Farm Security Administration, the United States Housing Authority, and other agencies engaged in building to change their rulings and regulations and set-ups?

Mr. ABRAMS. Well, Mr. Palmer stopped the 5,000-home program that was contemplated last October. If it had gone through we wouldn't have had some of the terrible conditions that are existing today.

Mr. CURTIS. Who was going to build that project? What agency?

Mr. ABRAMS. I assume it would have been built—should have been built—by the local housing authority, but, then again, they don't use good judgment there. They put up some houses here, or plan to, without the local housing authority's experience, but I don't think that is so important as the fact that they have ignored the need of those houses, and were misled, and are going to be misled again.

Mr. CURTIS. That is all.

The CHAIRMAN. Anything else, Mr. Abrams, you want to bring to the attention of the committee?

Mr. ABRAMS. I know you are very short of time. The only comments we have are these:

We agree with Mr. Egan in that the cut-off on social-security tax should be raised from $3,000 to $5,000.

With respect to the upward trend of rents, we feel that if an agency were to be set up now to make its investigation and report its findings to contacting groups throughout the country, in that way we could build up, as we have built up over a period of a year, a study of what ought to go into a rent-control bill.

The CHAIRMAN. You are on the right track there, Mr. Abrams. There are hearings going on now in the House of Representatives before a subcommittee, asking for the creation of a commission to do the very thing you are indicating.

Mr. ABRAMS. I might leave this final word: We feel that instead of expanding these plants, as is being done today, separate plants ought to be built 10 miles out in the country, surrounded by housing—which you will have to build anyhow—of a somewhat self-sustaining nature, where the people can have the land to sustain them. Those plants would act as feeder plants to the others. If we had that sort of plan we might begin even now actually preparing some of the cushion that we speak of.

The CHAIRMAN. Thank you, Mr. Abrams.

Our next witness is Mr. Lasbury, speaking for the agriculture subcommittee of the State defense council, and representing Connecticut growers.

## TESTIMONY OF RALPH C. LASBURY, CHAIRMAN, AGRICULTURE LABOR DEFENSE COMMITTEE, AND REPRESENTING GROWERS, HARTFORD, CONN.

The CHAIRMAN. Will you please state your name?

Mr. LASBURY. My name is Ralph C. Lasbury. I am chairman of the agriculture labor defense committee.

The CHAIRMAN. Where do you live?

Mr. LASBURY. I live in East Windsor Hill, Conn.

The CHAIRMAN. Will you indicate for the record who the gentlemen are with you?

Mr. LASBURY. These gentlemen are Mr. W. L. Harris, Hartford County Farm Bureau agent, 95 Washington Street, Hartford, Conn.; Mr. Bradford Crossman, farm planning service, University of Connecticut; Mr. P. L. Putnam, extension economist at the University of Connecticut and also a member of the farm labor committee; and Arthur V. Geary, farm placement representative, supervisor for the Connecticut State Employment Service.

The CHAIRMAN. Mr. Arnold will interrogate you gentlemen.

Mr. ARNOLD. Mr. Lasbury, you have prepared a statement that will be inserted in the record.

Mr. LASBURY. That is correct, sir.

(The statement referred to appears below:)

## STATEMENT BY R. C. LASBURY, FARM LABOR SUBCOMMITTEE OF THE AGRICULTURAL COMMITTEE, STATE DEFENSE COUNCIL OF CONNECTICUT

Of agricultural problems in Connecticut resulting from the defense program, agricultural groups believe the farm labor shortage to be the most serious. Although Connecticut is one of the smallest States in the Union, it has one of the highest percentages of defense contracts. These defense contracts have created a tremendous increase in industrial activity. The demand of industry for workers has reduced the labor supply of the Connecticut farmer, while the increased number of industrial workers has placed added demand on the Connecticut farmer for food.

A few statistics indicate the present situation. A press release in April indicated an increase of 74,000 nonagricultural workers in Connecticut in the spring of 1941 over 1940. This represents a 13 percent increase for Connecticut as compared with the national increase in nonagricultural employment of 9 percent for the same period.

The latest report of the State Department of Public Welfare indicated a decline of 30 percent in recipients of relief in Connecticut for the period ending March 1941, as compared with the previous year. This decline meant a drop of 50,000 people from relief rolls.

A farm labor survey conducted by the University of Connecticut in March 1941 indicated a critical farm labor shortage of 35 percent. From this sample it was possible to predict that Connecticut farms are already short some 2,500 regular workers. In addition, during the May to October period 7,500 to 10,000 workers will not be available from regular sources.

Reports from the State employment service for the weeks beginning May 10 and May 17, 1941, are as follows: During the week of May 10, 200 applications were received for farm workers in Connecticut, while only 28 placements were made. The following week 126 applications were received, and only 26 farm workers were placed.

### ORGANIZATION OF A FARM LABOR COMMITTEE

In recognition of the approaching farm labor shortage, a county agricultural planning committee recommended a farm labor survey in January 1941, with a request that the report be given to the State defense council. Acting on this request and similar ones from other groups, the agricultural committee of the State defense council appointed a farm labor subcommittee. In March 1941, the State agricultural planning committee endorsed the work of this subcommittee and expanded its membership. The subcommittee was given complete authority to seek action.

### RECOMMENDATIONS

In view of the rapidly developing agricultural labor emergency, the labor subcommittee requested that the agencies, institutions, and organizations hereinafter mentioned endorse the following recommendations and take immediate steps to carry out their part:

### STATE EMPLOYMENT SERVICE

A. The Connecticut State Employment Service is requested—

1. (*a*) To expand the farm placement department with special interviewers in local offices.

(*b*) To provide adequate secretarial and filing clerks in both local and State offices to handle additional work.

2. To develop an agricultural file to include, in addition to present registrants, those available for farm labor from:

(*a*) A farm labor registry of students from high schools, preparatory schools, and colleges.

(*b*) An agricultural selected registry of National Youth Administration, Civilian Conservation Corps, and Work Projects Administration personnel.

(*c*) A selected registry of the rural and nonrural out-of-school youth defense training classes.

(*d*) Registration of female labor in large cities and nearby towns.

3. (*a*) To arrange clearance of available agricultural labor from New England and nearby States at once.

(*b*) To contact Southern State employment services to develop the possibilities of bringing up: (1) Students from Southern Negro colleges and other Negro educational institutions; (2) workers from the Southern Tenant Farmers' Union.

4. To prepare an order blank which farmers may use in making requests for farm laborers.

5. To prepare weekly reports to be supplied the farm labor committee on the number of requests for farm laborers, number of placements made, and the number of agricultural workers listed in the file.

### EDUCATION AND LABOR

B. The Commissioner of Education, Dr. Grace, Labor Commissioner Danaher, and Vocational Supervisor Hahn are asked to cooperate so that—

1. Articles stating the purpose of the high-school agricultural defense labor registry shall be published in newspapers under auspices of the labor commissioner. The same article shall be published in the monthly letter of the commissioner of education to the superintendent of schools.

2. A letter by the commissioner of education stating the purpose of the high-school agricultural defense labor registry will be directed to the attention of all high-school principals.

3. Registration of high-school students should be started on special form registration cards according to instructions prepared by the committee in a manner acceptable to the department of education.

### COLLEGES AND PREPARATORY SCHOOLS

C. The committee seeks the cooperation of college presidents and preparatory school headmasters in Connecticut to secure registration of their students for agricultural defense labor.

1. If deemed avisable, a committee may be organized representing these schools to develop the project.

2. A small list of persons may be established who could go to such colleges and speak before the student body if the heads of these institutions requested such presentation of the problem.

3. Registration cards to be similar to those used in the high-school group.

4. It will be ascertained whether or not it would be possible to house the workers in centrally located dormitories of such institutions, providing proper arrangements could be worked out for supervision and board of such students in the dormitories.

### NATIONAL YOUTH ADMINISTRATION

D. The National Youth Administration is requested—

1. To have all project supervisors present the emergency of the farm-labor problem to all project workers and to make an effort to enroll boys for agricultural labor. These enrollees will be divided into two groups:

(*a*) Those willing to register for full-time farm work.

(*b*) Those desiring to continue work in the National Youth Administration program but willing to work on farms for short periods, either a few days, a week, or other irregular seasonal jobs.

2. To turn over such lists to the State employment service, together with the names and proper means of contacting in regard to this enrollment.

### CIVILIAN CONSERVATION CORPS

E. The Civilian Conservation Corps is requested—

1. To arrange for the of Civilian Conservation Corps camps or barracks for housing school, college, or migratory labor, with the understanding that the Farm Security Administration or some other organization will furnish satisfactory management, supervision, and health regulations.

2. To consider requests for the use of Civilian Conservation Corps camps, particularly Connors in Somers, Robinson in East Hartland, and joint use with Massachusetts of the camp in Feeding Hills for housing farm labor.

3. To determine the number of Civilian Conservation Corps members available for agricultural defense labor. The serious farm-labor problem should be presented to all camps in the State, and an effort be made to enroll Civilian Conservation Corps boys for farm labor.

### FARM SECURITY ADMINISTRATION

F. The Farm Security Administration is requested—

1. To provide management, equipment, and a health clinic at abandoned Civilian Conservation Corps camps that are available for housing farm labor.

### WORK PROJECTS ADMINISTRATION

G. The Work Projects Administration is requested—

1. To determine the number on the rolls available for agricultural defense labor, together with the listing of the same with the State Employment Service.

H. This committee also recommends—

1. A news article for the Farm Bureau News and other newspapers to acquaint farmers with draft regulations so that they may seek deferment of necessary workers.
2. A statement on the farm labor shortage be furnished the State Director of the Selective Service in order that local draft boards be considerate of requests for deferment of farm workers.
3. A registry of enrollees in the rural and nonrural out-of-school youth defense training classes conducted under the auspices of the Connecticut State Department of Education.
4. Registration of female labor in large cities and near the area of tobacco production.
5. All labor available for agricultural purposes should be registered with the State Employment Service.

### DEVELOPMENTS TO DATE

*The Connecticut State Employment Service.*—In compliance with the recommendations of the labor committee, the Connecticut State Employment Service has expanded its farm placement service with special interviewers in the 18 district offices. It has agreed to develop a file to include labor from all sources available for agricultural work. Arrangements have been made whereby agricultural labor may be secured from out-of-State if necessary.

### SPECIAL REGISTRY OF STUDENTS FOR SUMMER WORK

The State Department of Education and the high schools of the State have cooperated in establishing a volunteer registry of students willing to work on farms. On May 24, 1941, this registry was not complete but included 1,951 students.

Letters were sent to 31 preparatory schools in Connecticut asking for a voluntary registry of students willing to accept summer employment on farms. Although replies are still coming in to the labor committee, 8 schools indicated a total of 73 boys willing to work on farms.

The President and the dean of men at the University of Connecticut were asked to cooperate on the farm labor problem. A news article published in the college paper has already resulted in the registration of 11 students for farm work. Copies of the college article were submitted to other colleges and univerities in the State.

### PROTECTION OF STUDENT WORKERS

The labor committee and also the State employment service intend to place the high school boys who have registered for farm work in positions as near their homes as possible. In some cases it will be necessary to transport boys to areas of particular seasonal labor shortage. A number of these boys will probably be transferred to work centers in Hartford County. In connection with the employment of students, every effort will be made by the labor committee and the State employment service to properly safeguard the worker's general welfare. The boys will be assigned by employment service interviewers on the basis of their physical condition. State laws regarding the employment of minors will be observed. The inspection of working and sanitary conditions will be under supervision of the State labor department with the Greater Hartford Volunteer Bureau furnishing the workers to do the job. The labor committee realized its responsibility to the parents of the student workers, and is taking every precaution to guard against any unfortunate situation.

The National Youth Administration has agreed to have all project supervisors present the emergency of the farm labor shortage to all out-of-school project workers. Those desiring agricultural employment would be divided into two groups: Those willing to accept a full-time farm job, and those desiring to continue under the N. Y. A. training program but willing to work on farms for short periods of time. The N. Y. A. authorities agreed to adjust the hours of their workers to make this latter classification possible.

The Civilian Conservation Corps has agreed to allow the use of abandoned C. C. C. camps for housing farm labor provided that buildings are maintained and satisfactory management is available. The State forester in charge of work projects at the C. C. C. camps sent a letter to camp commanders and company superintendents, requesting that they select a group of boys whom they believed would be well qualified for farm employment. In each camp the extension forester presented information on the farm labor shortage to the group of boys interested in farm jobs. Fifty-one boys, or approximately 10 percent of the enrollment of C. C. C. camps in Connecticut registered for farm employment, provided satisfactory jobs were available. Registration cards for the boys were given to the State employment service and at least 20 of these boys have been placed on farms.

The Work Projects Administration provided the farm labor committee with the number of their workers by counties and towns. The director of employment indicated that it is possible to request local officials that projects be stopped and workers released. Information was supplied as to the number of workers on projects certified as defense activity.

### STATEMENT ON CURRENT REGISTRY

The farm labor committee feels that the agricultural registry developed from high school, preparatory school, and college students, in addition to other registrants, will be inadequate in meeting farmers' needs. Therefore, it will be necessary to recruit labor from outside of the State. At the request of the labor committee, the State employment service has contacted southern negro colleges and the Southern Tenat Farmers' Union. Workers are available from these sources if housing and transportation arrangements can be made. The housing of these migrant workers is a serious consideration of the committee at the present time.

### HOUSING PROBLEM

In dealing with this farm labor problem a serious housing situation occurs. Due to its types of agriculture, the greatest shortage of farm labor will be in Hartford County. Here in the past, farm workers have recruited from homes in nearby cities. These individuals are now employed in defense industries. To meet this shortage it may be necessary to move high school boys or labor from out-of-State into work centers in the area. In either case the movement of albor to this area would expand an existing housing shortage. By the use of abandoned C. C. C. camps and school dormitories it is possible to solve this housing problem. Use of these facilities requires supervision and financing by someone. The labor committee has advised the Farm Security Administration of the labor situation in the State and also of the housing problem.

The Farm Security Administration, after considerable deliberation, stated that due to lack of funds and legislative authority they would be unable to meet the request on housing facilities, despite their recognition of the need. According to all information that the labor committee can secure, the Farm Security Administration is capable of meeting our demands. This is clearly stated in the law regarding their activities for housing migrant laborers for defense work on farms. We have asked the Administrator of the Connecticut State Defense Council to write to the Secretary of Agriculture, Mr. Wickard, regarding this question. This has been done. To date, we have not received any answer.

### APPEAL TO FARMERS

The farm labor committee has appealed to the farmers of Connecticut for cooperation. Farmers are asked to project their needs in advance and to file their applications with the State employment service. Their patience in the time required to fill their needs is requested. Order blanks furnished by the State employment service to be used for requesting farm laborers have been sent to 11,000 farmers. News articles have been published in many papers informing farmers of the best procedure for seeking deferment of their irreplaceable workers called in the draft. Farmers must remember that only through their cooperation can a solution be reached to the farm labor situation.

(The members of the farm labor committee submitting this report are: Mr. S. H. Graham, chairman agricultural committee, State Defense Council, Suffield, Conn.; Mr. R. C. Lasbury, chairman farm labor committee, East Windsor, Conn.; Mr. P. L. Putnam, Storrs, Conn.; Mr. B. D. Crossmen, Storrs, Conn.)

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## Exhibit 34.—Housing Problem of Farm Labor in Connecticut

### BY R. C. LASBURY, FARM LABOR SUBCOMMITTEE OF THE AGRICULTURAL COMMITTEE, STATE DEFENSE COUNCIL OF CONNECTICUT

The Connecticut farm labor committee recognizes that the supply of farm labor, particularly seasonal labor, is dependent upon the availability of housing. The housing facilities for seasonal farm labor in farming areas adjacent to industrial centers, especially in the northeast, are inadequate. Formerly in these areas, farm workers have been recruited from homes in nearby cities. These individuals are now employed in defense industries. To supply the seasonal farm labor, it will be essential to move either high-school boys or labor from out of State into work centers in these areas. In either case, the movement of labor to these areas will expand an existing housing shortage. Hartford County presents a splendid example of the situation described above.

In view of the importance of food production to national defense and the farm-labor shortage and housing situation in farming areas adjacent to industrial centers, the Connecticut farm labor committee makes the following recommendation:

1. That additional funds be established through congressional legislation—

(*a*) To provide personnel who would work with farm-labor committees, State employment services and county agricultural agents, in determining sites and housing facilities needed.

(*b*) To provide either permanent or temporary housing facilities with proper supervision and sanitary facilities.

(*c*) Possibly the request can be obtained through expansion of Farm Security Administration operations in developing migratory-labor camps.

2. That existing legislation be amended to allow the creation of housing facilities for farm labor under the Lanham Act (54 Stat. 1125) and the Urgent Deficiency Appropriation Act, 1941, Public, No. 9, Seventy-seventh Congress.

(*a*) At present the Farm Security Administration is limited explicitly to providing housing for persons directly engaged in defense work.

## Exhibit A.—Requests for Registration of High School Students to Work on Connecticut Farms

Cooperative Extension Work in Agriculture and Home Economics,
State of Connecticut,
*Storrs, Conn., April 1941.*

*To Superintendents of Schools, High School Principals, and Teachers:*

Due to the serious farm labor shortage, the State department of education has worked out with the labor committee of the agricultural State defense council a program for registering high-school boys willing to take farm jobs during their summer vacation. We are asking for your assistance in presenting the problem and assisting in a voluntary registry of youth for farm labor.

Connecticut is an arsenal in the national-defense program. Although a small State, it has one of the highest percentages of defense contracts of any State in the country. These contracts have resulted in a tremendous increase in industrial activity, with 72,000 more workers in Connecticut industries than a year ago. These additional workers have put an extra load on Connecticut farmers to supply more milk, more eggs, and more fruits and vegetables. The Connecticut farmer, along with others in the Northeastern States, is struggling to meet this increased demand for farm products, although he has lost one-fourth to one-third of his help to industry and the draft.

It is essential to national defense that farmers in Connecticut and the Northeast provide an adequate supply of fresh milk, vegetables, fruit, and eggs to all people in the area. Farmers have the productive resources to supply the necessary food. In order to operate effectively they must have adequate manpower. Due to the extra labor needed on Connecticut farms during the summer months, youth in high schools volunteering to work on farms during the summer vacation can play an important part in national defense.

We believe that there are many boys in high school who would like to earn some money, who would enjoy the experience, and who, at the same time, could do their part in national defense by working on farms during the summer vacation. Attached is a statement of instructions for registering students. Your cooperation in presenting this material would be appreciated.

Sincerely yours,

P. L. Putnam,
*Secretary, Farm Labor Committee.*

### Instructions for Registration of Students for Farm Work

An attempt has been made to make the registration cards as simple as possible and yet give us the necessary information to place boys in jobs for which they are best qualified. All boys desiring farm work of any kind during the summer vacation should fill out one of these cards—including seniors, even if they have previously filled out the regular employment card. The following suggestions are offered for instructing students in filling out the cards:

*Suggested method.*—The method to be used in securing a completion of these cards will, of course, vary with the different schools. It might be advisable to present the farm-labor situation at an assembly meeting where all students are present. The cards could be filled out in small group meetings 1 or 2 days following the presentation of the general problem. This would give the boys opportunity to discuss the matter with their parents and other boys.

*Name and address.*—Print name and address plainly. Be sure that last name appears first. This is important for filing purposes. Record home or nearest telephone number on blank line below town.

*Date of birth.*—Record day, month, and year as follows: April 12, 1924.

*Height, weight, physical condition.*—This is intended to furnish information regarding qualifications for labor such as haying, silo filling, etc., or merely for light work such as picking strawberries, work on vegetable farms, etc.

*Educational status.*—Merely fill in the grade just completed such as "Sophomore, high school"; "Freshman, college."

*Have you ever had any farm experience?*—Describe fully all farm experience. State jobs that you are particularly qualified to do such as milking, operating farm machinery such as tractors, etc. There are a number of farm jobs requiring no experience.

*What type of farm work would you prefer to do?*—A list appears on the back of the card which might be used as a guide in answering this question.

*When are you available for work?*—State whether you are interested in working all through the summer or if you are restricted for some reason to special days during the week or weeks during the vacation.

*Would you be willing to live on a farm?*—If you are willing to accept a full-time farm job and live on a farm with room and board provided, answer "yes."

*Can you arrange for your own transportation?*—Unless you have a car available for your own use, leave this space blank. Transportation to and from work will be arranged at a later date.

*Back of card.*—Do not fill in. This is for use of the employment office only.

In order that we may secure definite information in regard to the number of students available, we would greatly appreciate your cooperation in arranging to have the cards completed and in the hands of the school superintendents on or before April 25. A representative of the Connecticut State Employment Service will call at the offices of the superintendents of schools on this date to secure the registration cards.

(The information requested on the registration card referred to above is as follows:)

[Front]

Name ________________________________ Date ______________
Last name First name Middle initial
Address ______________________________ Date of birth ________
Town ________________________________ Place of birth ________
Color __________ Nationality ______________ Religion ___________
Height _________ Weight _________ Physical condition ____________
Educational status (give details) _____________________________
______________________________________________________________
Have you ever had any farm experience? (give details and name of employer)
______________________________________________________________

What type of farm work would you prefer to do? ____________________________
____________________________________________________________
When are you available for work? ____________ From __________ To ___________
Would you be willing to live on a farm? ______________________________________
Can you operate any farm machines? __________________________________________
Can you drive a car? ___________________ Comments ________________________
Have you a driver's license? ________________________________________________
Can you arrange your own transportation? ____________________________________

[Back]

REFERRAL RECORD

Employed _________________ Type of farm ____________
Date referred ______ Result __ Rate of pay ______________

Employed _________________ Type of farm ____________
Date referred ______ Result __ Rate of pay ______________

Employed _________________ Type of farm ____________
Date referred ______ Result __ Rate of pay ______________

Employed _________________ Type of farm ____________
Date referred ______ Result __ Rate of pay ______________

TYPE OF WORK ASSIGNED

GENERAL FARM WORK

Picking up potatoes.
Picking strawberries.
  Apples.
  Peaches.
  Vegetables.
Weeding.
Hoeing.

TOBACCO WORK

Outdoor.
Shade.

Teamster.
Truck driver.
Tractor operator.
Haying.
Silo filling.
Poultry.
Dairy:
  Milking.
  Care of stock.

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CONNECTICUT STATE DEPARTMENT OF EDUCATION,
*Hartford.*

## A FORTNIGHTY LETTER TO SUPERINTENDENTS

[Vol. 1, No. 7. April 8, 1941]

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*A voluntary plan of cooperation.*—No doubt you have seen on several occasions an announcement of a voluntary plan for the registration of help for farms. Many of the boys have been drawn from agriculture regions to partake in national-defense activities elsewhere. The State department of education is happy to endorse this plan of cooperation for voluntary registration. The following paragraphs cover the major problem:

"Farm labor has been scarce for several months, and the shortage may become serious as production of crops demands more farm labor, and as the draft removes additional farm workers for military training.

"The agriculture committee of the State defense council believes there are many boys in high school who would like to earn some money, who would profit by the experience, and who, at the same time, could do their part in national defense by working on farms during the summer vacation.

"The State department of education, the Connecticut State Employment Service, and the extension service of the University of Connecticut have worked out a program for registering all high-school boys who would take farm jobs this summer, and now are asking for the assistance of the local school authorities in carrying out the plan.

"The Connecticut State Employment Service will take the registration, but will need the cooperation of the teachers in high schools in two ways: (1) By creating attitudes on the part of the boys that here is a chance for youth to help in a national emergency and that their work experience can be satisfying and educational, and (2) by assisting in the actual registration.

"In many schools the farm-work registration can be taken at the time that members of the graduating class enroll with the employment service. Local school authorities will receive further information directly from the employment service.

"The extension service and the farm bureaus have undertaken the task of informing farmers of the plan so that requests for farm labor will be made to employment-service field officers. Complete registration of all boys who are willing to take either part-time or full-time jobs on farms will help the employment service to place boys on the type of farms best suited to their experience and age."

* * * * * * *

Alonzo G. Grace,
*Commissioner of Education.*

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Connecticut State Department of Education,
*Hartford.*

Fortnightly Letter to Superintendents

[Vol. 1. No. 8. April 15, 1941]

### 1. Jobs on Farms—Registration of High School Boys Interested in Summer Farm Work—A Voluntary Plan

The critical situation existing with respect to farm labor, and the plans that were being made by several committees to recruit workers interested in taking farm jobs during the summer vacation, were presented in a previous letter. Mr. R. L. Putnam, secretary, farm labor committee, again has indicated the seriousness of the situation. This employment, of course, applies only during the summer season. As educators we are concerned that employment conditions be satisfactory.

The attached postal will indicate the number of registration cards that you may need. Attached also are instructions for registrations and a sample card. It is important to know that this is wholly a voluntary matter. Many boys may want to earn some money during the vacation period, and, also, enjoy a part in national defense.

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Alonzo G. Grace,
*Commissioner of Education.*

## TESTIMONY OF RALPH C. LASBURY—Resumed

Mr. Arnold. You feel that you have a labor shortage here with respect to farming operations. When was your last survey made?

Mr. Lasbury. In March.

Mr. Arnold. Will you tell the committee how that survey was made?

Mr. Lasbury. I am going to refer that question to Mr. Putnam, who made the survey on behalf of the extension service of the University of Connecticut. Mr. Putnam will take over, and Mr. Crossman will add anything that is necessary.

Mr. Putnam. That survey was made in cooperation with county agriculture agents. Probably it is not a scientific survey. In some counties they sent out questionnaires and asked farmers to send them back.

It is likely most of the people who were in dire need of labor returned the surveys. In some counties they did attempt to get a scientific sampling of farms. In two counties they did that in selected areas. They would go down a road and take all the farms. And that is the way, briefly, the survey was made.

### ESTIMATED SHORTAGE OF 13,500 WORKERS

Mr. Arnold. And that survey led you to the figure of 2,500 regular workers and a total of 11,000 seasonal workers short?

Mr. Putnam. No; not entirely. That survey in conjunction with other information, led us to make an estimate that farmers would have to look to sources other than the regular sources that they have been drawing on in the past for approximately 2,500 regular workers and about 11,000 seasonal workers.

Now, in doing that we used a type of farming survey which was secured in very detailed form. Some seven or eight thousand farms were visited, and we first estimated the number of men unemployed on farms in Connecticut. Roughly, we have about 10,000 to 11,000 commercial farms in the State of Connecticut, and they employ approximately 14,000 regular farm helpers and 32,000 or 33,000 seasonal workers during the year.

The survey showed that farmers had lost to industry and the draft some 30 percent of their farm help, and we based our findings on that and on information obtained from people who were familiar with farm conditions in shade-grown tobacco.

Mr. Arnold. Now, don't your seasonal workers come in and help more than one farmer? Can't they go from one farm to another or do you take that into account?

### PEAK PERIODS FOR FARM LABOR

Mr. Putnam. Of course, there are the different peaks. We have not reached the peak in our farm labor situation as yet. We are just reaching the peak in dairy labor and haying. For tobacco labor—shade-grown tobacco—the peak comes from July 10 to September 1. For sun-grown tobacco the peak in labor is about August 15 to September 10.

In fruit we have two peaks, one for peaches, which comes from August 20 to September 10, and one for apples, from September 15 up to October 17. There are also vegetable peaks and many others all through the year.

Now, I think you are probably right that there is a shift from some of those peak periods to others; that there is a duplication of some of those men in there.

Mr. Arnold. Your large shade-grown tobacco growers seem to think that they can obtain sufficient workers from their regular sources, don't they?

Mr. Putnam. I do not believe they think the situation is serious. I don't know whether they are correct in that assumption or not. We have run across situations which show that there are going to be peak times that farmers don't like to project. For instance, in strawberry picking they didn't want help until the day before they wanted the strawberries picked, and they asked for a certain number of men—I believe about 200 pickers one night—and the next morning they wanted 500 pickers. Before that we knew nothing about it. I am inclined to believe that the shade-tobacco growers are going to be in a similar situation later on when they reach their peak period.

### DIFFICULTY IN FORECASTING NEEDS

Mr. **Lasbury.** In other words, if I may inject something here on this question, it is impossible by any type of survey in this State to ascertain the actual labor shortage that will be created by transferring farm labor into industry, the draft, and so on, and this is very readily shown by the illustration Mr. Putnam just made on the shortage of strawberry workers.

I have two other individuals here, Mr. Ball of the State employment service, and another farm-placement man from Thompsonville, who will substantiate the statement that Mr. Putnam just made: It is impossible to get a farmer to project his needs for more than a week ahead of time.

Mr. **Arnold.** Some of these farm laborers whom you thought would be available might be in defense industries before they are needed this summer.

Mr. **Lasbury.** They actually expect it. Sometimes, when they put in a demand like the strawberry growers did for 500 laborers, they expect us to pick them off the trees, and that sometimes doesn't happen. We have to anticipate the shortage and prepare for it.

Mr. **Arnold.** Does harvesting in Connecticut yield readily to the use of machinery—that is could you use more machinery than you are using now?

Mr. **Lasbury.** I think I will refer that question to Mr. Harris.

The **Chairman.** For instance, milking machines.

## TESTIMONY OF W. L. HARRIS, HARTFORD COUNTY FARM BUREAU AGENT, HARTFORD, CONN.

Mr. **Harris.** In my opinion, sir, the additional use of farm machinery can take up only a small fraction of the need for farm labor. Milking machines, I think, can help to a certain extent.

The **Chairman.** Are they used extensively now?

Mr. **Harris.** They have been used quite extensively in this territory for a good many years. We have had a very enterprising farm supply man who has been very active, and I think we probably have a higher percentage of milking machines in Hartford County than in many other territories.

The **Chairman.** How many men does a milking machine displace?

Mr. **Harris.** Well, I think it could be claimed to displace about half of the men. On the other hand, from personal experience of about 8 years in using milking machines and watching them used on a farm of my father's, I don't think that ideal is hardly ever lived up to, or certainly if it is, it is in a very small majority of the cases.

The tendency, when the milking machine is used, is to keep the man who used to do the milking.

### MANY DAIRIES OPERATE ON SMALL SCALE

Mr. **Putnam.** I just want to add that a large number of our dairy farmers are small—having only from 10 to 20 cows. Most of our large farms before this crisis had milking machines, and in order to replace a man, you had to be up in the number of cows, around

20 to 40. Now, the number of herds in Connecticut of that size is relatively small, and it is a question in my mind whether a small farmer can put on a milking machine and replace much help, because of the size of his business. Of course they are being used and their extended use in this crisis has been considered.

Mr. Arnold. Does tobacco yield to machinery?

Mr. Putnam. Most of our peak jobs and most of our jobs that require large amounts of labor—such as tobacco harvesting—do not yield to machinery. It is all hand work—that is, the picking of tobacco, the hanging of it in the sheds and the sowing of it.

Take another illustration—potatoes. We do have machines that dig potatoes, but the big bulk of the work is the picking up of the potatoes. The same is true of fruit. No machine has yet been devised to climb a tree to pick the apples. That is one of our big seasonal needs—picking fruit.

Mr. Arnold. Then the conclusion is that machinery cannot be counted upon to go very far toward relieving labor shortage during the next few years?

Mr. Lasbury. That is correct.

Mr. Putnam. Machinery will help, no question about that, but not in some instances.

### WOMEN AND CHILDREN AS WORKERS

The Chairman. Mr. Lasbury, how about school children and women and college students? Are they registered for seasonal work?

Mr. Lasbury. I believe at the present time we have approximately 3,400 high-school students registered for agricultural work, and approximately 100 prep-school students. There are a few college students who have registered from the University of Connecticut, but that is all we have available statistics on at the present time.

These boys are making themselves available for this work. We have placed a lot of them through the State employment service now, and a great many of them have sought jobs for themselves on farms—so many that quite a bit of the slack is being taken up by them. We are not worried so much about the importation of labor into this State to relieve this seasonal labor shortage as we are about the possible shifting of registered students from various parts of the State to center them in the areas where the need will be most great—from the eastern and western part of the State to Hartford County for the tobacco harvest and also the potato harvest. If we are going to have to do that, we are not going to have available housing. We will have to transport them long distances, back and forth to work, by truck, which is almost impossible.

It could be carried on for a short time, but it couldn't be carried on throughout the season.

### WAGES AND HOURS OF STUDENT WORKERS

The Chairman. How about the pay of these school students? Will your committee make a check on the wages and hours worked?

Mr. Lasbury. Most of the farms today that we have statistics on work 9 hours a day and, of course, the boy's pay is based upon his ability. I think the range in pay runs from 25 cents an hour to

35 cents. Mr. Ball here, of the farm placement center of the State employment service, may be able to elaborate on that just a little bit more than I did.

## TESTIMONY OF LEONARD P. BALL, FARM PLACEMENT CENTER OF THE STATE EMPLOYMENT SERVICE, HARTFORD, CONN.

The Chairman. You may proceed.

Mr. Ball. The seasonal workers have been working on a daily basis, 9 hours a day, and getting anywhere from $2.50 to $3. The farmers have not stated that would be the actual rate to be paid, but that is what they assume will be paid. However, on an hourly basis, the wages run, as Mr. Lasbury stated, between 25 cents and 30 cents an hour.

Mr. Arnold. Do they furnish their own dinner—their noon-day meal?

Mr. Ball. They furnish their own dinner but transportation is furnished from distances of 10 to 20 miles.

Mr. Arnold. By the grower?

Mr. Ball. By the grower; yes.

Dr. Lamb. Are they paid by the hour or by piece work?

Mr. Ball. The boys are paid on an hourly rate or daily rate; there is no piece work.

Mr. Geary. How about strawberry picking?

Mr. Ball. That is a different situation. That is entirely piece work.

Dr. Lamb. Pickers of fruits or berries only are paid by piece rate?

Mr. Ball. In some cases fruit pickers would be paid on an hourly basis, but strawberry pickers, as far as I know, have always been paid on a per-basket rate.

Dr. Lamb. And tobacco workers are paid an hourly wage?

Mr. Lasbury. With the exception of the sowing of the tobacco, which is a piece-work job. That is the only exception to my knowledge.

### METHODS OF GETTING SCHOOL REGISTRATION

Dr. Lamb. Mr. Lasbury, would you be able to furnish the committee with samples of advertisements and letters of your committee to the various schools and agencies in the State?

Mr. Lasbury. I haven't them with me but I could get them for the committee.

Dr. Lamb. Will you have them forwarded to us?

Mr. Lasbury. If I understand you correctly you want all the material that we used in the process of getting this high-school registration?

Dr. Lamb. That is right.

Mr. Lasbury. And prep-school registration?

Dr. Lamb. Yes.

Mr. Lasbury. We can furnish you with those and will get them to your office as soon as possible.

(The material referred to was received by the committee subsequent to the hearing and was entered in the record as exhibit A. It appears in this volume on pp. 5391–5394.)

Mr. Arnold. What cooperation has your committee received from southern employment services—from southern Negro colleges?

Mr. Lasbury. All the requests that the committee has made have been made through the Connecticut State Employment Service with, I believe, one exception, and I think Mr. Geary could give you a fuller answer to that question than I can.

## TESTIMONY OF ARTHUR V. GEARY, FARM PLACEMENT SUPERVISOR FOR THE CONNECTICUT STATE EMPLOYMENT SERVICE, HARTFORD, CONN.

Mr. Geary. The matter was handled entirely through the directors of the State employment service in the southern States east of the Mississippi River. No direct orders were placed and no definite plans were contemplated until it became absolutely necessary to determine on importing labor, and so far all that has been done is to write to find whether any colored students or other students were available in the South for work in the North, particularly in tobacco.

We secured information from the colleges down there that there were some 353 students who indicated an interest in coming to Connecticut. None has been imported directly through the employment service and we are hopeful, of course, that the need for workers can be met by some Connecticut source of supply.

Mr. Arnold. Would you make available to the committee a copy of the correspondence with the southern agencies and schools?

Mr. Geary. I believe that was sent over yesterday.

Mr. Arnold. Some southern States have migratory labor laws. Recently the attorney general in South Carolina ruled that the State Employment Office could not refer workers to jobs outside South Carolina.

Mr. Geary. I believe South Carolina was the one where we received that information from the director, stating under their State laws they are unable to participate in any clearing.

Mr. Arnold. Is that the only State where you encountered that?

Mr. Geary. Yes.

Mr. Arnold. Is any independent check made by the State employment service and estimates made of the shortage of labor?

### MANY TOBACCO GROWERS FAIL TO STATE NEEDS

Mr. Geary. Another check was made, in cooperation again with the committee, to secure if possible, some definite information through orders for immediate and future needs. Unfortunately we haven't been able to get a very prompt response or a very complete response from the farmers or the growers.

The answers from the tobacco growers are for the most part missing entirely, and the reports from the 11,000 circular letters or blanks that were sent out to farmers and growers in the State have so far, up to June 23, amounted only to 99 replies; 45 of those state that no labor was needed during the season, and 44 placed orders.

Some of them placed orders as far ahead as October; a great many placing orders for August and September. So the ones who did reply gave us an excellent basis for preparation for the future.

I believe, however, it is too early to determine whether we are going to have a great deal of success with the survey, because the letters and circulars and orders were sent out through the county farm agents and went out at different dates. The report thus covers 10 offices, and there are 18 offices in the State, and 8 of them we have not heard from at all. I do know that in 1 instance the blanks and the circulars were not delivered to the county farm agent until the 14th of June, and it is quite a job, of course, to stuff the envelopes, and to get the things into the mail.

We have to secure the cooperation of the Greater Hartford Women's Volunteer Organization in order to get that material through our office on lists furnished by the county agents.

### SEX, AGE OF TOBACCO WORKERS

Dr. Lamb. I notice from these figures which have come in so far—that is, the 99 replies—that the total number of workers ordered was 510, of which 247 were in tobacco—about half of them.

Mr. Geary. No; 247 were in for future reference—they were for vegetable workers.

Dr. Lamb. I think we are looking at different figures.

Mr. Geary. That is right, yes; 247 for future reference in tobacco—a good many of them for future reference and some for immediate action.

Dr. Lamb. And of the 247, 55 were men and 112 boys, and 80 women?

Mr. Geary. Yes, sir.

Dr. Lamb. Is that the usual proportion of needed workers?

Mr. Geary. Yes, sir.

Dr. Lamb. And that is shade-grown tobacco?

Mr. Lasbury. That is right, approximately.

Dr. Lamb. In other words, half of the total of these orders were for tobacco alone?

Mr. Geary. Yes.

Dr. Lamb. Is that partly because the orders were received more quickly from tobacco growers than from other growers?

Mr. Geary. On the advance orders the fruit growers did very well. We got quite a number who specified their needs for August, September, and October.

### BIGGEST PRODUCERS NOT HEARD FROM

Mr. Lasbury. And I think it is true there that most of the tobacco companies that have already put in their orders are not truly representative of our largest producers. In other words, we have producers here in the State of Connecticut that grow 1,000 acres, and none of those has yet signified its anticipated wants for harvest workers.

Dr. Lamb. Is that because the harvest is a long distance off?

Mr. Lasbury. Well, I am afraid I will have to go back to the strawberry incident again to illustrate that to you. It is just the fact that the farmers do not project their anticipated needs far enough ahead, and there is no type of statistics that will ever bring that out.

Now, we find that in the strawberry situation. and I am positive we will find it again in the tobacco harvest.

Dr. Lamb. Was there a shortage in the strawberry picking labor supply?

Mr. LASBURY. At the first meeting we had of the strawberry growers, they were very worried about where they were going to get enough men, boys, girls, and women to pick their crops. At that meeting they anticipated a need of 150 workers, and then before the meeting adjourned they anticipated a need of 200 workers. The next morning, after they had slept on it, they decided they wanted 500 workers, and they wanted them within 3 days.

Now, by the cooperation of the State employment service, newspaper articles, and radio announcements we were able to fill those needs satisfactorily for the farmers.

Dr. LAMB. That is, you secured 500 workers?

Mr. LASBURY. We secured the workers to pick the strawberry crop.

### SAYS WORKERS DEAL DIRECTLY

Dr. LAMB. You don't know how many?

Mr. LASBURY. We have no way of checking excepting through the State employment service, which probably didn't furnish more than 10 or 15 percent of those workers. But through the advertising, you see, the workers went direct to the farm and got their own jobs. In other words, there is still a fear in the workers' minds that if they contact the State employment service there is a fee to pay there to get jobs, and, therefore, they go directly to the farmers themselves and get their jobs.

But it was the State employment service advertising and the radio announcements that really got the workers stimulated and got them out into the fields. I asked some of the growers this question: "How many of those workers that you have on your farm have picked strawberries before?" And I was told that practically all the pickers on those farms never had picked strawberries before. In some cases the farmer said that his wife and daughter were employed during the entire period that those pickers were on his place in taking care of their babies and young children. This showed that they were housewives who just gathered up their children and went out to pick the strawberry crop and left their children with the farmer's family to be taken care of.

They picked the strawberries, and that was one way we were able to get the pickers into the field. I still anticipate we are going to wake up some morning with an order the same way from tobacco growers.

### DENIES WORKERS FEARED DEMAND FOR FEE

Mr. GEARY. I think Mr. Lasbury has the wrong idea in connection with any misunderstanding of the agency being a fee-charging agency. I don't think that factor enters into it. It has been pretty well advertised for the past 7 years as a State service and a free service. I think the reason that they did not go through our office in the Hartford district was the fact that the employment service is more interested in this particular instance, and probably in every instance, in getting the job accomplished regardless of statistical credit, rather than making the people report at the office for referral and then go out to the farm. They called up and wanted to know what they should do. They had transportation available and they were told to go directly to the grower.

Some of them may have been registered with us but a great many of them were not because they were women who volunteered for emergency duty. They believed they were doing their job in national defense in getting the work accomplished after the radio and newspaper publicity had pointed out that the crop would rot on the vines unless something was done immediately.

## THREE CROPS OF HARTFORD REGION

Dr. LAMB. I notice also that out of the total number of 510 workers, 390 were for the Hartford region. Does that mean that they were largely confined in this region to tobacco or potatoes?

Mr. GEARY. Tobacco, fruit, and potatoes.

Dr. LAMB. Are those the three principal crops in this territory?

Mr. GEARY. Yes. Tobacco, fruit, and vegetables.

Dr. LAMB. So that well over half of the demand for agricultural labor, of the day-labor variety, is for this particular region?

Mr. GEARY. I am glad you brought that out because I think it is true that because of the concentration of tobacco there will be a big demand for that one speciality; but it is also true that some of the large centers are entirely missing from the report.

New Haven County has a large number of truck and vegetable farms, including strawberries. In fact, we made 200 direct placements from the New Haven office of boys who were not in school, for strawberry picking down there.

The thing looks too lopsided entirely because the report to date does not include all counties and all employment service districts. When New Haven is added and when Litchfield County comes in, they will begin to even it up; the distribution of orders for labor will be greater than the report shows so far.

## MAY IMPORT MORE TOBACCO WORKERS

Dr. LAMB. Would you say that except for tobacco, most of the labor supply is ordinarily to be found within the State?

Mr. LASBURY. That is another problem. Of course, we are dependent for the answer on these questionnaires, to definitely determine whether the rest of the State could be taken care of through the addition of these files of young people and aliens and migrants and so forth and until we actually get the responses in, it is pretty difficult to figure.

Personally, I would say offhand it would appear that a good many of these jobs can be taken care of through the files in some of the smaller offices.

I think I can give you an example that might possibly clarify it a little. Now, when we first started to look for our strawberry pickers we sent outside the State for the simple reason that the schools were not out. We couldn't utilize the school childen. Also, the files showed no available workers to pick strawberries at that time.

We contacted New Jersey and found there were no migrant strawberry pickers available, and then we hit upon this radio program; and if the response to that is any yardstick, I rather anticipate there will be a fairly adequate supply of labor coming within the State. At the present time I haven't seen anything that would warrant the importation of any more labor than has been imported already by private organizations.

Dr. LAMB. With the possible exception of the tobacco industry?

Mr. LASBURY. Right; possibly at the peak of the tobacco harvest we might have to import some migrant workers for a certain length of time.

### SOME STRAWBERRY PICKERS WERE TURNED AWAY

Dr. LAMB. Was there any loss of the strawberry crop because of difficulty in obtaining pickers?

Mr. LASBURY. Not as far as I am able to determine—and this is derived from the direct contact with the strawberry farmers at the Manchester auction. I was there 2 days, and I questioned every available grower there. They were entirely satisfied with the labor that was furnished them through the committee here and the Connecticut State Employment Service. Some of them reported they had even to turn labor away.

Dr. LAMB. There was some surplus?

Mr. LASBURY. There was some surplus; yes. The crop is being harvested without any difficulty. There may be some few newspaper items here and there that say because there wasn't a certain number of strawberries on the market one morning, it was because there wasn't enough available labor to pick the berries, but the truth of the matter was it rained that morning.

### DOUBTS BIG TURN-DOWN BY DEFENSE PLANTS

Mr. ARNOLD. Only one out of five who come into the State to take defense work is employed or is found qualified and experienced enough to do that work. Don't you think, Mr. Lasbury, that the other four-fifths would provide some farm labor?

Mr. LASBURY. Well, frankly, I don't agree with those statistics in the first place, because as far as I have been able to find out, there has been no particular increase in the relief rolls, and those people must move on somewhere else if they don't get a job here in Connecticut. We haven't any record of their availability whatsoever.

Mr. ARNOLD. They probably don't stay long. If they could get one of these temporary jobs do you think they might stay on?

Mr. LASBURY. They just vanish into thin air. Those statistics come out, but when you actually go to find the men, they are not there.

Mr. ARNOLD. You don't think that could have caused the oversupply of labor in the strawberry fields?

Mr. LANSBURY. Most of those were women and school children.

### INDEPENDENT CHECK LACKING

Mr. ARNOLD. Is any independent check made on the estimated shortage of farm labor by any Washington agency?

Mr. GEARY. I don't believe there has been directly. A member of the Farm Security Administration visited my office and got information from me and also from members of the committee. I think they made investigations of their own, among the tobacco fields and that sort of thing, but I don't know that there is any large scale check on the actual need except for information that was secured by interviews with people who were supposed to know the situation.

Mr. CROSSMAN. I think the Agricultural Marketing Service does send out questionnaires periodically to farmers, asking what the labor situation is. Although I am not acquainted with the actual figures for Connecticut, in a meeting last week I believe it was stated that for the northeast region there was a shortage of about 25 percent, based on the Agricultural Marketing Service figures.

They receive replies from a certain number of farmers that they send letters to and then, of course, they have to weight their average.

### FARM WORKERS FROM W. P. A. ROLLS

Mr. CURTIS. What success did you have getting people on W. P. A. to accept farm employment?

Mr. LASBURY. I think that again can be answered by Mr. Ball because of his direct cooperation with the W. P. A. or relief agencies here and about the city of Hartford.

Mr. BALL. Well, I haven't any definite statistics on this at all. It has been my experience, though, that the W. P. A. has been cooperating in trying to place as many men as were available.

Mr. CURTIS. You are talking about the W. P. A. Administrator. I mean the individual worker. Are the individual workers anxious and willing to accept farm employment, or would they rather not quit the W. P. A. rolls?

Mr. CROSSMAN. I talked with the director of employment in W. P. A. in this State, and their rolls have shrunk tremendously. They had a peak somewhere in the neighborhood of 32,000, back in 1936 to 1938. As far as farm people are concerned I obtained a break-down by towns, of W. P. A. workers, and they are in very small numbers—those that would be adaptable for farm work.

It has been suggested that local people, if they felt they must have W. P. A. workers, could go to local officials and request that projects be stopped or temporarily discontinued. To my knowledge the number of W. P. A. workers who have previously had farm employment are registered as available for that type of work, and that is a very small number. It would not be more than in the hundreds.

### WORK PROJECTS ADMINISTRATION ROLLS CUT IN HALF

Dr. LAMB. In that connection, Mr. Crossman, do you know what the reduction has been in the W. P. A. rolls in Connecticut in the last year? Would it be as much as 50 percent?

Mr. CROSSMAN. It is approximately 50 percent. There were 13,000 on the rolls in December of 1940, and 8,200 in May 1941; and it is my understanding that at the present time they are down to around 7,000. They expect to cut off 3,000 or 4,000 more workers the 1st of July.

Dr. LAMB. What about the average age of those workers?

Mr. CROSSMAN. That I don't know. I assume that there is quite a range.

Dr. LAMB. That is all.

The CHAIRMAN. Thank you very much, gentlemen. We appreciate your coming here.

### HOUSING FOR FARM WORKERS

Mr. LASBURY. There is just one more point we would like to bring out here. Most of this questioning has been revolving around the question of what available labor we have here in the State and what we anticipate needing to import.

The housing problem for agricultural labor is one of the committee's outstanding problems, and we have not dwelt on that. If you gentlemen would be interested, the committee has drawn up a recommendation that we would like to have you consider. I will ask Mr. Crossman to read that now, so that you can get an idea of just what it is, or we can file it.

The CHAIRMAN. Please file it. We have heard considerable about housing around here, but we would be only too glad to have it made a part of the record.

Mr. LASBURY. This is the most vital part of our testimony. We need this housing and need it very badly.

The CHAIRMAN. Will you please leave that with the reporter and let it go in as a part of your testimony?

(The document referred to appears in this volume as exhibit 34, p. 5391.)

### REPORTS SHORTAGE OF DAIRY HELP

Mr. PUTNAM. I would like to bring out a few points that have not been covered. We have more dairy farmers in the State of Connecticut than any other type of farmer. There are something like 5,900 dairy farms in the State. Now, I know that dairy farmers, in order to meet this situation, are working, many of them, 14 to 16 hours a day to produce this extra demand for milk that is being caused by the increase in industrial activities in Connecticut.

I know that dairy farmers are unable to secure men for doing their regular farm work. If we had a thousand regular dairy farm help available, I believe they would be taken up in about a week.

The farmers have made applications to the Connecticut State Employment Service, and it is very difficult for the employment service to fill those applications.

I don't think the pleas for help indicate the seriousness of the situation, because the farmers know of their neighbors who have been in there to apply for help and haven't been able to secure it.

Now, I think there is a very serious situation that exists generally on our dairy farms in the State. The men are working long hours and trying to meet this extra demand that is necessary to keep this defense machinery working.

### PEAKS OF LABOR DEMAND AFTER SCHOOL STARTS

Another point that I would like to bring out is that two of our peaks come after school opens again in the fall. One is the apple-picking season, and it is going to be a serious problem. That job doesn't come along until after the schools open. We need in the neighborhood of about 3,500 men for short periods to pick those apples, and we need them promptly at the right time, because if they are not picked, the apples drop off the trees and are wasted. It is going to be a tough situation to get the necessary help to do that job.

Another peak is the potato picking, which comes after the schools open up in the fall. I don't think that has been brought out.

The CHAIRMAN. Well, thank you very much, gentlemen. We appreciate your coming here.

Our next witness is Mr. Richardson.

## TESTIMONY OF WILLIAM RICHARDSON, HARTFORD, CONN.

The CHAIRMAN. Mr. Curtis will interrogate you, Mr. Richardson.

Mr. CURTIS. Mr. Richardson, will you give your full name to the reporter?

Mr. RICHARDSON. William Richardson.

Mr. CURTIS. What is your age?

Mr. RICHARDSON. Twenty-four.

Mr. CURTIS. And where were you born?

Mr. RICHARDSON. In Richmond, Va.

Mr. CURTIS. Have you lived there all your life?

Mr. RICHARDSON. I lived there all my life.

Mr. CURTIS. How much education have you had?

Mr. RICHARDSON. I finished college 2 weeks ago in the Richmond University at Richmond, Va.

Mr. CURTIS. What kind of course did you take?

Mr. RICHARDSON. History and education, or teacher training.

Mr. CURTIS. Do you have a job for this fall?

Mr. RICHARDSON. I have not.

Mr. CURTIS. Do you think you will be able to get one?

Mr. RICHARDSON. I think so.

Mr. CURTIS. Where is that job apt to be?

Mr. RICHARDSON. Somewhere in rural Virginia, teaching.

Mr. CURTIS. During your school days what kind of work did you do in the summertime?

Mr. RICHARDSON. Domestic and personal service and hotel work—particularly hotel work during the summer.

Mr. CURTIS. Have you ever worked any in the tobacco fields in the South?

Mr. RICHARDSON. No.

Mr. CURTIS. When did you come to Connecticut?

Mr. RICHARDSON. Two weeks ago today.

Mr. CURTIS. How did you happen to come up here?

Mr. RICHARDSON. Well, Reverend Moody, a Baptist minister in Hartford, requested from the president of our university that 35 men be sent up, and he sent 24, and then after a couple of weeks, some more came.

Mr. CURTIS. Your information was that you were to do what when you got here?

Mr. RICHARDSON. We were told we were to work on the tobacco farms, but specifically we were not informed——

Mr. CURTIS. How much was your pay supposed to be?

Mr. RICHARDSON. We were told we were to get 40 cents an hour for a 48-hour week. That was the information we received before we got to Connecticut. I believe Mr. Ball, in the employment service, in speaking to some of the men before I came, told them they were to get $3.25 for a 48-hour week.

Mr. CURTIS. $3.25 a day?

Mr. RICHARDSON. Yes, sir. However, we are not getting that. We are getting $3 a day and working 54 hours a week.

Mr. CURTIS. 9 hours a day and 6 days a week?

Mr. RICHARDSON. Yes, sir.

Mr. CURTIS. That is outdoor work—it is in the open?

Mr. RICHARDSON. That is right.

Mr. CURTIS. And you never worked in tobacco before?

Mr. RICHARDSON. No; I hadn't.

Mr. CURTIS. How soon did you get work after you got here?

Mr. RICHARDSON. I began working the day after I arrived.

Mr. CURTIS. And making $18 a week?

Mr. RICHARDSON. Well, one rainy day we stayed out, but the rainy day this week we worked inside of the shed and the employer said in case of any other rainy days there would be work on the inside provided for us.

Mr. CURTIS. Who furnished your board and room?

Mr. RICHARDSON. We are boarding at Reverend Moody's church, and some of us are staying at the Salvation Army, and some of the others who came a little early secured quarters at the Hartford Seminary Foundation.

At Reverend Moody's church the church ladies come in and prepare the food for us.

Mr. CURTIS. What do they charge you?

Mr. RICHARDSON. Charge $5 a week for food.

Mr. CURTIS. Is it good food?

Mr. RICHARDSON. I don't think so—not in my estimation.

Mr. CURTIS. Do you get enough?

Mr. RICHARDSON. It is sufficient.

Mr. CURTIS. You don't have to stay there, do you?

Mr. RICHARDSON. It isn't required, but it is the most convenient place because the trucks pick us up there in the morning and bring us back in the afternoon.

Mr. CURTIS. What do you have to pay for a room?

Mr. RICHARDSON. We pay $1.75 a week at the Salvation Army.

Mr. CURTIS. Describe the sleeping quarters.

Mr. RICHARDSON. There are 22 of us. There are 10 double-decker beds and 2 single beds in one room that is not too large, with two windows at one end.

We arrived there Wednesday night after coming up from Richmond, Va., and the ladies at the church sent us to the Salvation Army, and the man registered us and ushered us into the room. We complained because the linen was dirty. He told us that they had a regular day for changing linen—we could either sleep on it then or wait until the regular day. We slept on it, and after we were there 8 days it was changed. There is 1 shower and 1 toilet and about 3 wash basins for the 22 men.

We are required to be in by 10 o'clock every night except Saturday and Sunday. If you are out late you have to wait until the night watchman comes around.

The room is not locked and the facilities for hanging up your clothes and being comfortable are not very good. Last Saturday night one of the men that came up with me had his bag stolen, and it is not comfortable there at all.

Mr. Curtis. What do you do in the evening?

Mr. Richardson. Well, we get up in the morning at 5 and by the time we get back it is about 7 and we are usually too tired to do anything. However, some of the men staying at the seminary have recreational facilities provided for them there, but the rest of us don't have anything to do.

Mr. Curtis. That is a colored seminary?

Mr. Richardson. No; it is a white seminary, I believe.

Mr. Curtis. How long will you boys have employment up here?

Mr. Richardson. Through September the 6th, I believe we are told.

Mr. Curtis. All college boys?

Mr. Richardson. All in my group are.

Mr. Curtis. Are they graduates or will they go back to school?

Mr. Richardson. Most of them will go back to school.

Mr. Curtis. How much money could you have made if you had stayed in Virginia?

Mr. Richardson. Well, at the seashore we usually clear about $150 in a good season. Most of the college boys go away to the seashore or mountain resorts to work for the summer. That is better than staying in Richmond because there is nothing in Richmond. They are not all from the college in Virginia. There are some from other universities in Pennsylvania and there are 30 from Virginia and the other 30 are from these two schools in Pennsylvania.

Mr. Curtis. I think that is all.

The Chairman. Thank you very much.

Our next witness is Mary Smith.

## TESTIMONY OF MARY SMITH, HARTFORD, CONN.

The Chairman. Mrs. Smith, Mr. Curtis will interrogate you.

Mr. Curtis. Will you give your full name to the reporter?

Mrs. Smith. Mary Smith.

Mr. Curtis. How old are you?

Mrs. Smith. 43.

Mr. Curtis. Where were you born?

Mrs. Smith. Quincy, Fla.

Mr. Curtis. How long did you live in Florida?

Mrs. Smith. All my life.

Mr. Curtis. Are you married?

Mrs. Smith. Yes, sir.

Mr. Curtis. Have you any children?

Mrs. Smith. No.

Mr. Curtis. When were you married?

Mrs. Smith. 1917.

Mr. Curtis. When did you come to Hartford?

Mrs. Smith. 1918.

Mr. Curtis. You have lived in Hartford then continuously since 1918?

Mrs. Smith. Yes; right through until now.

Mr. Curtis. Does your husband live here?

Mrs. SMITH. Yes.

Mr. CURTIS. What is his occupation?

Mrs. SMITH. Well, he works at the American Sumatra Tobacco Co.

Mr. CURTIS. How many years has he worked for this tobacco company?

Mrs. SMITH. Well, since we have been here.

Mr. CURTIS. Does he work all the year around?

Mrs. SMITH. Pretty near all the way through.

Mr. CURTIS. What do they pay him?

Mrs. SMITH. Well, now, $35 a week.

Mr. CURTIS. Does he work in the field or in the shed?

Mrs. SMITH. No; he works like a night watchman or something—I don't know what it is, but that is what he is.

Mr. CURTIS. Do you work for tobacco company?

Mrs. SMITH. Yes; I do in the wintertime.

Mr. CURTIS. The same company?

Mrs. SMITH. Yes.

Mr. CURTIS. What do they have you do?

Mrs. SMITH. Well, I am an inspector.

Mr. CURTIS. Piece worker?

Mrs. SMITH. No; day work.

Mr. CURTIS. About when do you start each season?

Mrs. SMITH. October.

Mr. CURTIS. How long do you work?

Mrs. SMITH. Well, from 3 to 4 months.

Mr. CURTIS. What do they pay you?

Mrs. SMITH. $17.50 a week.

Mr. CURTIS. How many hours?

Mrs. SMITH. Seven.

Mr. CURTIS. For 6 days?

Mrs. SMITH. Yes.

Mr. CURTIS. Are you classified as an agricultural worker?

Mrs. SMITH. I am.

Mr. CURTIS. Is your work in the fields?

Mrs. SMITH. Well, I haven't been on the farm in 10 years.

Mr. CURTIS. Where do you do this inspecting?

Mrs. SMITH. Well, that is in the shed.

Mr. CURTIS. Now, do you inspect during the time this tobacco is being processed or is that part of the growing inspection?

Mrs. SMITH. No, no; that is when it is growed, when I am inspecting. It is all growed and housed and ready to grade out and be sold—it is dried then.

Mr. CURTIS. You don't come under the social security law?

Mrs. SMITH. No.

Mr. CURTIS. Are there a number of southern colored people up here working in tobacco?

Mrs. SMITH. Yes.

Mr. CURTIS. Where do they come from?

Mrs. SMITH. Well, different places.

Mr. CURTIS. Those that you know—are they permanent employees or do they come up here as seasonal workers?

Mrs. SMITH. No; they just come like I did. I know quite a few from my home and others since I have been here throughout the years.

Mr. CURTIS. How did you happen to know about this employment up here?

Mrs. SMITH. Well, I just heard of it and that is the way it was.

Mr. CURTIS. You are satisfied with the wages you and your husband get?

Mrs. SMITH. Well, now I am, but I haven't been.

Mr. CURTIS. It is more money than you would make in the South?

Mrs. SMITH. Yes.

Mr. CURTIS. That is all.

The CHAIRMAN. Mr. Arnold?

Mr. ARNOLD. Where do you live? They don't furnish you a house, do they?

Mrs. SMITH. Now?

Mr. ARNOLD. Yes.

Mrs. SMITH. No; I live at 21 Avon Street.

Mr. ARNOLD. Has your rent been raised?

Mrs. SMITH. No; it hasn't yet.

Mr. ARNOLD. You have a good landlord, who hasn't raised your rent?

Mrs. SMITH. Well, pretty good; he hasn't raised it yet.

Mr. ARNOLD. That is all.

The CHAIRMAN. Thank you, Mrs. Smith.

Our next witness is George Gershel.

## TESTIMONY OF GEORGE GERSHEL, SHADE TOBACCO GROWER, HARTFORD, CONN.

The CHAIRMAN. Mr. Gershel, Mr. Curtis will interrogate you.

Mr. CURTIS. Will you state your name for the reporter?

Mr. GERSHEL. George Gershel.

Mr. CURTIS. You live here in Hartford?

Mr. GERSHEL. Yes, sir.

Mr. CURTIS. What is your occupation?

Mr. GERSHEL. Shade tobacco grower.

Mr. CURTIS. Do you represent any growers' association?

Mr. GERSHEL. Connecticut Valley Shade Growers Association.

Mr. CURTIS. The prepared statement you have submitted will be made a part of the record.

(The statement referred to above is as follows:)

### STATEMENT BY GEORGE F. GERSHEL, HARTFORD, CONN.

The shade tobacco industry had its inception around the year 1901, through the efforts of the United States Department of Agriculture and the growers in the Connecticut Valley.

It was developed in order to give American manufacturers of cigars a dependable product of American growing, in order to free them from the necessity of purchasing imported Sumatra wrappers.

For several years after the introduction of the tobacco it was very difficult to sell it commercially and it had its first real commercial use in 1907, when the crop of Habana wrappers grown in Cuba was a failure. From that point on the use of "shade" increased rapidly, and at its high point in 1929 we were growing about 9,000 acres. After the crash of 1929 it was necessary for the acreage to be curtailed sharply and it reached its low in 1932 of 4,300 acres.

In 1933 we negotiated with the Secretary of Agriculture a marketing agreement and license, which put our production and selling methods under strict control of the Department of Agriculture and the A. A. A.

We were able to gradually increase our acreage up to 7,300 acres in 1939 and at the present time our allotment for the summer of 1941 is 6,500 acres, which we feel to be a probable stabilization point.

### HURRICANE CAUSED HEAVY LOSS

During the first 5 years of the operation of the agreement we had fairly stable profits, but in 1938 we all suffered tremendous losses due to the flood and the hurricane, and we further suffered losses in 1939 and 1940 due to both poor crop conditions and marketing conditions.

Sumatra tobacco is practically our sole competitor, upon which the duty has been reduced from $2.27 to $1.50 through the medium of the reciprocal trade agreement with the Netherlands.

This has had the effect of giving the manufacturers of Sumatra wrapped cigars an additional premium to be used in exploiting the sales of these cigars, which they have done and which has cut into the sales of shade-wrapped cigars.

In passing, we would like to bring out that the duty of $1.50 was levied when the wage rates in the Connecticut Valley were much less than they are at the moment, and we feel that a reexamination is more or less in line with our terrifically increased cost in production which is taking place at the present time due to national defense activities.

Approximately fifty-five growers are growing this type of tobacco, which requires heavy investments and heavy production costs, which run up to as high as $1,200 per acre and which must be borne by large-sized units with financial strength and backing.

### BROUGHT IN NEGRO WORKERS

During the last war it was necessary for us to import a considerable amount of colored help from the South which, complemented with local high school and grammar school boys and girls, did carry us through that emergency.

Since the last war approximately 80 percent of the help used has been local, the other 20 percent being from the South and being used only during the months of June, July, and August.

At the moment help is being drawn locally and from cities such as Springfield and Chicopee in Massachusetts, and with a greatly increased proportion of southern help, the southern help this year being mainly from southern universities where the boys, accompanied by their instructors and professors, are coming North to work out the summer here.

The industry would employ in its peak season, which is from the middle of July to the first of September, about 8,000 workers in the State of Connecticut, of which probably 35 percent would be boys between the ages of 14 and 18, who do the actual picking of the leaves, about 35 percent being women between the ages of 16 and 40, who do the actual stringing of the leaf on the lath, with the balance being male help to complete the various operations necessary to house the tobacco in the sheds.

Some plantations have modern dormitories where male help is boarded at prices about $1 a day. Other plantations have complete home units, where families live and which are not rented but given to the workers.

### WORKERS BROUGHT IN BY TRUCK

The balance of the workers are brought in by truck, at no charge to the worker, from various towns where previous arrangements had been made with groups of workers to travel back and forth daily to the plantations.

The regular number of hours of work is 9 hours, being from 7 until 12 and from 1 until 4, and the minimum wages for this summer are $3 a day, with an average of about $3.50 a day.

The sanitary facilities on all the plantations, as well as the conditions of work, are now supervised and have been for several years by the Connecticut State Labor Department and the Board of Health, and all their recommendations are being carried out.

## TESTIMONY OF GEORGE GERSHEL—Resumed

Mr. CURTIS. Tell us, Mr. Gershel, something about the various types of labor used in the tobacco industry.

Mr. GERSHEL. Well, we use boys of 14 for picking; 14 years and up, and women, girls 16 and up, and men up to practically 55 or 60.

Mr. CURTIS. When is your picking season?

Mr. GERSHEL. Middle of July to the 1st of September, approximately.

Mr. CURTIS. So any of this labor of youngsters is not during the school year?

Mr. GERSHEL. No; that is by agreement with the State department of labor.

### WAGES AROUND $3 A DAY

Mr. CURTIS. What do these 14-year-old boys make?

Mr. GERSHEL. They will make around $3 a day.

Mr. CURTIS. Do any of your employees get a bonus or anything of that kind?

Mr. GERSHEL. Not as a regular practice; no.

Mr. CURTIS. Are many of these workers colored?

Mr. GERSHEL. No.

Mr. CURTIS. All of your employees are white employees?

Mr. GERSHEL. Our own employees are all white, but some plantations do use colored boys.

Mr. CURTIS. How many acres of tobacco are grown by the organization you represent?

Mr. GERSHEL. About 6,500 acres.

Mr. CURTIS. How many different plantations?

Mr. GERSHEL. About 55 growers, ranging from 30 acres up to 1,000 acres.

Mr. CURTIS. Averaging about 100 acres?

Mr. GERSHEL. Probably a little more than that—probably 200. A large unit is more economical than a small unit.

Mr. CURTIS. You have some help that you need all the year round, don't you?

Mr. GERSHEL. Yes, sir; we use them in the wintertime sorting the tobacco, sweating the tobacco in the warehouses, preparing it for sale.

Mr. CURTIS. Now, this group that you represent, about how many people do they use the year round?

Mr. GERSHEL. At the peak, which would be in the summer, probably 10,000.

Mr. CURTIS. How many of these people do you have working for you all the year round?

Mr. GERSHEL. An average of about 4,000 or 5,000.

Mr. CURTIS. And then at the greatest peak you increase that up to possibly 10,000?

Mr. GERSHEL. That would be in the summer. The winter peak isn't much more than 6,000.

### FEW PROVIDE HOUSING

Mr. CURTIS. Do you provide housing for any of the employees?

Mr. GERSHEL. Some plantations do. I believe a majority do not.

Mr. CURTIS. What sort of housing is provided by those that do?

Mr. GERSHEL. That varies. Some have very decent dormitories, some have individual houses where families live, and some have dormitories for the male help.

Mr. CURTIS. Are they pretty good types of dormitories or does that vary also?

Mr. GERSHEL. That varies too. They have made some improvements in the last 3 years.

Mr. CURTIS. And how about the sanitary facilities of those places?

Mr. GERSHEL. Fairly good. They are also being improved considerably.

Mr. CURTIS. Do you know, Mr. Gershel, whether the recommendations of the State Department of Labor have been and are being carried out?

Mr. GERSHEL. To the best of my ability, yes.

Mr. CURTIS. And that includes such items as child labor and housing facilities and sanitation and hours?

Mr. GERSHEL. Each year they are approaching it exactly the way they want it.

### CLASSIFIED AS AGRICULTURAL LABORERS

Mr. CURTIS. Are the tobacco workers protected by any of the Social Security laws?

Mr. GERSHEL. No.

Mr. CURTIS. They are all classified as agricultural laborers?

Mr. GERSHEL. Yes, sir.

Mr. CURTIS. Now, are most of these plantations individually owned, or are they corporate properties?

Mr. GERSHEL. About half and half.

Mr. CURTIS. The larger ones are corporations and the smaller ones individually owned?

Mr. GERSHEL. Yes.

Mr. CURTIS. Has your association taken any position in regard to placing these tobacco workers under the Social Security law?

Mr. GERSHEL. We have had quite a varied history. The act has been interpreted several different ways, several different times. The last decision was this winter, by the Connecticut Supreme Court, which ruled they were agricultural laborers, and recently the Internal Revenue Department ruled that under the Social Security law they were agricultural laborers. But in the last 3 years there have been decisions back and forth, and now it is finally settled—they are agricultural laborers.

Mr. CURTIS. Could the individual farmer—the farm owned by a private individual and not a corporation—increase wages, or, if he would establish a social-security system of his own or anything of that kind, can he add that to the cost of his product?

Mr. GERSHEL. No.

### DEPENDENT ON NICKEL CIGAR MARKET

Mr. CURTIS. Where is the tobacco market established?

Mr. GERSHEL. This tobacco is solely a wrapper tobacco. It is used only as a wrapper on cigars, and as you probably know, the predominant type of cigar sold in the country is a five-cent cigar or two-for-five. Ninety percent of all the cigars made are five cents, and it is impossible to increase that price without further cutting the cigar market.

Cigar sales have decreased in sale since 1907, with an increasing population—eight billion were sold in 1907, and today sales are a little over five billion. So there is no chance to increase the price.

Mr. CURTIS. And you do not raise cigarette tobacco here?

Mr. GERSHEL. No; we do not.

Mr. CURTIS. Have there been any labor difficulties on the plantations?

Mr. GERSHEL. No; not that we know of.

Mr. CURTIS. Has there been any labor shortage?

Mr. GERSHEL. There was at the beginning, and some plantations made arrangements, I guess, to get these southern college boys; but so far there seems to be enough labor. Of course, our peak is coming in the middle of July, and then I don't know what the situation will be.

Mr. CURTIS. How do the farmers feel about that peak—that they will be able to get along this year?

Mr. GERSHEL. Well, yes, and no. Farmers are optimists by nature, and we think we will get enough help in the State because most of our increase, of course, will come from school boys, and the State has registered quite a few of these school boys who have volunteered to work on farms.

Our work starts before any other farming activity. We don't think there will be much of a shortage of school boys.

Mr. CURTIS. Is all of the tobacco produced by your association sold to one company, or do you sell it on the open market?

### SALE IN OPEN MARKET

Mr. GERSHEL. Open market. Most of it goes to about 10 companies who have, of course, about 85 percent of the cigar production business of the country.

Mr. CURTIS. But it is not a contract proposition—growing for one company?

Mr. GERSHEL. No.

Mr. CURTIS. I think that is all.

The CHAIRMAN. Thank you very much, Mr. Gershel.

Our next witness is George Hayes.

## TESTIMONY OF GEORGE HAYES, INTERNAL REVENUE DEPARTMENT, TARIFFVILLE, CONN.

The CHAIRMAN. Congressman Arnold will interrogate, you, Mr. Hayes.

Mr. ARNOLD. Mr. Hayes, will you please state your full name, age, address, and occupation?

Mr. HAYES. George Hays; 43. I reside at Tariffville, Conn.

Mr. ARNOLD. And your occupation and a brief history of your past occupation.

Mr. HAYES. I have worked for Internal Revenue since November last. Before that I was a tobacco grower, beginning at the age of around 19 or 20, along in there.

I first operated as Hayes Bros., with my brother, and we grew during that period, I think we grew some shade—not very much—and some outside tobacco. Then we later operated as W. J. Hayes and Sons, and I think we grew about 40 or 50 acres during that period. That was a period of about 5 years.

Then I operated individually for a period of about 5 years. I think 2 of those 5 years I grew a crop, on my own account, of about 20 acres of out-door tobacco. Following that I became in very bad shape financially, due to the bad market in tobacco. I think the last crop I sold was at 16 cents, and I rented my land one year—16 acres and the next year 23 acres—and I went to work for the people I rented it to as a farm foreman at $20 a week. From there I went to the Reliable Tobacco Co. It was a new company, and I acted as foreman for them. I received $40 a week there for 1 year.

Mr. Arnold. Then you have been all through the tobacco business?

Mr. Hayes. I have bought tobacco for three winters and then I have been affiliated with tobacco farmers all my life—ever since I was a kid.

Mr. Arnold. Your prepared statement will be incorporated into the record of the hearing.

(The statement referred to is as follows:)

## STATEMENT BY GEORGE F. HAYES, DEPUTY COLLECTOR, INTERNAL REVENUE SERVICE, HARTFORD, CONN.

I have been a tobacco grower all my life, starting at about the age of 20. First, I started as Hayes Bros., growing Havana seed and shade tobacco, for a period of approximately 8 years. Then as W. J. Hayes & Sons, for approximately 4 years. During that period, we grew from 40 to 50 acres. After that time, I operated as George Hayes, personally, for about 5 years. During that period we grew from 40 to 50 acres. During the period that I operated personally, I grew 20 acres of Havana seed for 2 years and then I rented land and went to work for S. A. Fassler & Co. as foreman for 2 years at a weekly wage of $20. Then I organized the Reliable Tobacco Co. and used my farm and acted as foreman for 2 years. I received the backing of Julius Klorfein (Garcia Grande Cigar Co.) who backed my company to the extent of $80,000. I acted as foreman for the operation of 81 acres of shade tobacco for the company at a salary of $40 a week.

In the winter of 1938 and 1939 I was a buyer for L. Holzman & Sons who were acting as agents for J. H. Swisher Co. who were located in Jacksonville, Fla.

### OPERATIONS CEASED IN 1940

In 1940 operations were stopped entirely because of financial inablity to continue. As a result of financial difficulties, both of my farms were lost through foreclosure and sold by the Simsbury Bank and defaulted to the Federal land bank.

During the past few years I have been called upon on various occasions to give information about the tobacco industry to the Federal Bureau of Investigation.

As a result of some 20 to 25 years in the tobacco industry, particularly because of my contacts with many farmers, small and large—I feel qualified to speak on the situation of the outdoor tobacco farmer of today.

The situation in which the small outdoor tobacco farmer finds himself today is extremely serious, and has come about as the result of several factors. Now, to begin with, the farm prices paid to the small growers have been unsatisfactory over a long period of years.

Probably the largest single factor operating against the interests of the small farmer is the fact that the prices which the small tobacco farmer receives are set by the buyer of tobacco. I saw this operating as a buyer during that period of time I was given a top price to pay for tobacco, and it was my job to see to it that

I bought the tobacco at a price low enough to afford a considerable margin for my employer.

### HOW TOBACCO IS BOUGHT

In rare cases where we expected to pay a top price the usual attempt was to pay as low as we possibly could. That is the typical way in which tobacco is bought.

I would walk into a farmer, look at his tobacco, make him an offer. If it was not accepted, the price which he ultimately received would be considerably less than the original offer made in almost every case. It is a common practice among tobacco growers to make one offer, and to let that offer stand until the farmer is either ready to accept the price, or else, perhaps months later, to accept a substantially lower one. Frequently the farmer will wait long periods of time before receiving another offer.

It has been my personal experience that after having made farmers an offer which they refused I was then told by my employers not to go near that farmer for a good long time, and then to make a lower offer.

In connection with the offers made I was frequently given a calling list with names of certain farmers omitted, and I was told not to go near them at all. Frequently this happened because they produced an inferior grade of tobacco. Very frequently the reason was because the farmer in question had criticized the operation or techniques of the buying company openly, and his punishment was that if he sold his tobacco at all it would be at a price punishingly low.

### SMALL FARMER INTIMIDATED

As a result of this kind of purchasing system the average small farmer has been intimidated to the point where he is afraid to speak for fear that he should criticize openly the buying company or let it be known that he is dissatisfied in any way, he may not sell his tobacco, or he may sell it virtually at a price disastrously low.

I know the names and can supply them in confidence to the committee, of several farmers at least who have suffered through this virtual blacklist.

In most of these cases tobacco which the farmers had offered for sale was as good as the tobacco which was being regularly purchased, and in particular instances even better.

Another factor which has operated to direct disadvantage of the small farmer has been his inability to obtain sufficient credit at reasonable rates of interest to finance his crops.

Many of them are forced to deal with fertilizer companies to finance their crops at various rates of interest.

The small tobacco grower, because of his previous losses and financial difficulties, is considered by local banks to be a poor credit risk. They are also financed by independent tobacco dealers who buy and sell tobacco. For instance, a man may have been refused a loan by the local bank and cannot qualify for a loan under the Hartford Production Credit requirements and he is forced to seek financial assistance from independent tobacco dealers who will either arrange such assistance through the fertilizer company or else themselves advance the money as the season matures.

### BUYERS ALSO GROWERS

Several of the companies that purchase this tobacco also are growers of shade. Among these are Meyer & Mendelsohn who buy for Bayuk Cigars, Inc., and the Hartman Tobacco Co. The techniques of buying which I traced previously, are practiced by all buyers without exception.

At the beginning of the buying season, it is common knowledge among the buyers what the top price will be on the year's crop. The farmers, of course, are ignorant of this until after the buying has already begun.

In general, these two large factors set the pre-conditions for distress among the small farmer.

There is little or no identity of interest between the shade and out-door tobacco growers. The shade growers are tightly organized, and are in a position to know the market and to make adjustments. The small farmer, on the other hand, is completely unorganized. Every attempt so far to organize the small farmer has, some through some manner or means, failed. In addition, the small farmer has none of the financial resources which the shade farmer has had and has not been able to adjust to the market quickly in order to avoid loss, even though his investment is substantially smaller than the investment of the shade grower.

### ORGANIZATION OF INDUSTRY

I previously referred to the shade tobacco industry as one which is tightly organized. I mean by this that throughout the entire valley there are only some 50 growers of shade tobacco but that these are dominated by a small group of companies numbering not more than 12 to 15 at most.

In order to grow shade tobacco in Connecticut, the grower has to have a shade acreage allotment from the Connecticut Valley Shade Acreage Allotment Committee. I am of the opinion that the men placed on this committee are picked. In order to procure an allotment, the farmer has to go before this committee and state his whole background in reference to growing shade tobacco.

I mean by that he has to prove that he is financially interested in the group, that he has grown the crop previously, and financed it previously, and not merely worked for somebody who did finance the crop.

### COST $1,000 PER ACRE

Inasmuch as it costs on an average of $1,000 per acre to grow shade tobacco, it is readily apparent that comparatively few growers would be in a position to finance a crop and comparatively few likewise would have had any significant history in the financing of shade growing.

As a result, the same few have been able by virtue of their ability to obtain financing, both in New York through the cigar-manufacturing companies, and through local banks, to maintain control over the total acreage and allotments of shade tobacco in the valley. There have been attempts to break into this circle. My own personal experience leads me directly to state this.

At the time I was working for Mr. Fassler at a weekly wage of $20 in 1936, I did not think that there was a future there for me and on one occasion I went to Silberman & Kahn, knowing they were large growers of Connecticut shade tobacco, asking them what the possibilities were of working for them and renting my land to them. I talked with Mr. Silberman personally. He asked me a good many questions in reference to my farm and was apparently interested. I was at the time working in the warehouse at Mr. Fassler's. I went to work the next morning. I was called into the main office of Mr. Fassler's. He said to me, "I understand you have been over to see Mr. Silberman in reference to a job and renting your land." I said, "That is quite true." Then he said, "You are through." From that point I found myself unable to get a tob on a tobacco farm at any price, or unable to rent my farm to anyone, even in part. As evidence of the quality of tobacco that my land produced, Mr. Fassler rented 16 acres the first year, and the second year 23 acres.

I became aware of the fact that nowhere along the line could I break in again. I tried to rent my land to every one of the big shade-growing companies and was unable to do so. When I realized the situation I was in, the only thing left for me to do was attempt to form a new company, obtain financial backing, procure sufficient allotments to make it big enough to run a warehouse, and sort the tobacco through our own company.

To accomplish this I went directly to New York to the firm of Julius Klorfein (Garcia Grande cigar), whom I previously mentioned, and obtained from them financial backing up to 100 acres for the new company. It was in attempting to obtain sufficient acreage from the allotment committee that I realized the nature of this rigid control.

In order to operate as a packer, which I honestly had to do, or else I couldn't sell my tobacco, it is necessary to have in the neighborhood of 100 acres in order to be able to keep a warehouse running economically. I went to the shade-acreage committee and told them the position I was in, and also told them of my financial condition. I mentioned three farms that had possibilities for creating shade acreage, among them my own. I had great difficulty in obtaining the allotment, but finally reached the point where I had 55 acres of allotment definitely applying on three different farms.

### FORECLOSURE

During the process of trying to obtain more additional acreage to complete the economic unit, I was told by the chairman of the committee the following. He said, "Mr. Hayes, if you keep on fighting this thing, in 2 years you are not going to own a farm."

That is exactly what took place. The foreclosure was made by the Simsbury bank, the president of which is a substantial grower himself, having approximately 100 acres of shade, and who is a member of the Shade Growers Tobacco Association.

Following this conversation I was called back on the telephone by the man who had previously told me I would lose my farm and was told that I could have the additional acreage. We then operated 81 acres of shade tobacco for 1 year.

I was told by many men who saw this tobacco in the warehouse that the crop was far better than the average crop for that season. For some reason, which no one could explain, the company which financed me during that year discontinued the operation with my company.

The discontinuation of this enterprise was very unusual because it is impossible to test the economic feasibility of the enterprise in a single year. In addition, the total investment is so large that to discontinue meant sharp losses in equipment and materials.

The discontinuation after 1 year of operation has never been known in the history of shade growing in the Connecticut Valley. This leaves me to believe, only I have no means of proving it, that pressure was brought to bear upon the company which financed me to discontinue.

As a result, I lost my farms through foreclosure and had to get out of the tobacco business.

### EFFECT OF DEFENSE ON LABOR SUPPLY

The present defense program has undoubtedly had its effect on the labor supply available to the small farmer as well as the large farmer. It is true that the small tobacco grower with 5 or 6 acres of outdoor tobacco doesn't need much extra labor, but this year he may have to take unusual steps to get even this small amount. For instance, he may have to pay more money for labor, he may even have to get housing provisions in order to keep it. The big shade growers will feel it even more, but they are much better able to take care of themselves. They can pick up the wage and they can go out in their trucks and get help. Moreover, labor prefers working in gangs, and so it tends to go toward the larger farms. Now the small farmer, since he has to spend relatively little for labor, wouldn't mind paying more, if he were assured of a decent price for his tobacco; but as the situation is now, he can't spend an extra dollar, and therefore will be in a relatively difficult position, unless some arrangement can be made whereby he can compete on an equal basis for obtaining the labor. In my opinion, the proposals which I have heard for getting a Federal camp in this area would not be of any help to the small man, since he only needs the labor for a few weeks. What he needs is the cash with which to hire and provide for the labor, and a satisfactory price for his product. There's where the nub of the problem is.

## TESTIMONY OF GEORGE HAYES—Resumed

Mr. Arnold. How is the defense program affecting the labor problem of the tobacco farmer, both shade and outdoor?

Mr. Hayes. I presume there will probably be a shortage to some extent. I don't think there is any doubt about that. But what usually happens is that for the small farmer—the 5-, 6-, 8-, or 10-acre tobacco farmer and the dairy farmer as well—it is harder to get help than it is for the big organizations, because of the fact that the large organizations have trucks, they have boarding houses and they have the finances and they have an organization—a good organization, a strong organization—and the small farmer hasn't got those things and he can't compete with them.

As I understand, there has been a proposal for a corporation to take care of this farm labor, and I am rather of the opinion that the smaller farmer would probably not get much advantage from it because of his position. He hasn't got the finances and he don't know whether he has a market for his tobacco.

Mr. Arnold. What is the situation with the small outdoor tobacco farmer?

Mr. **Hayes**. It is a sorry plight. For a long period of years he has been producing tobacco for the cost of producing it, and in many cases less than the cost of production. In very rare exceptions was there much profit—I will take one exception, and that was 1 year, 1939.

During that year the Federal Bureau of Investigation was up here making inquiries. Now, I don't know whether that had any bearing on it or not, but I do know that in 1939 there seemed to be more spice in the buying of the tobacco. The price wasn't what it should be, but the tobacco was all sold. That is the big end of it. It was sold within a week, but that was the first year that happened in a good many years.

### BANKS THINK TOBACCO CROP IS POOR RISK

Mr. **Arnold**. How does the small grower obtain his financing—what does it cost him?

Mr. **Hayes**. I dare say that it probably costs the small grower around 18 cents a pound to produce the outdoor tobacco. Maybe this year it might cost 20 cents. With reference to finance, I think the local banks consider a tobacco crop proposition as a very bad risk. I think that is standard. They are financed, some through dealers and fertilizer companies, and in that manner. There are some who can get money at the local banks, but a very small number.

Mr. **Arnold**. What do they have to pay for credit where they are financed by tobacco companies or through other companies?

Mr. **Hayes**. Usually what takes place is that the fellow is down and out, and has got a proposition on his hands, and is pretty near licked. The dealer will pick him up and say "Go ahead, and we will furnish you with money as you go along." And, of course, at the end of the season there is a general understanding that the man who finances the crop has the first opportunity to buy it.

### SAYS BIG FIRMS CONTROL MARKET

Mr. **Arnold**. He just about owns the crop then, doesn't he?

Mr. **Hayes**. That is about the size of it. I think there have been some cases in which they agree beforehand that each shall take half of the crop. That has always worked out very unsatisfactorily because the buyers know the conditions, and they just don't give anything for the farmer's part of the tobacco. He is more or less at the mercy of the fertilizer company that loaned him the money when he goes into that sort of a proposition.

Mr. **Arnold**. Then, of course, he is affected very materially by the large purchasers of outdoor tobacco?

Mr. **Hayes**. Yes; definitely.

Mr. **Arnold**. They practically have control of the price?

Mr. **Hayes**. They have the situation well in hand. I mean by that, the prices that are to be paid the farmer. The farmer doesn't know what he is going to get paid until after the buying starts.

Mr. **Arnold**. Who are the large buyers of outdoor tobacco?

Mr. **Hayes**. Just the tobacco dealers here in the valley—Meyer-Mendelson Tobacco Co. They are buyers of Havana seed tobacco and also growers of shade tobacco. Hartman Bros. are also buyers of Havana seed and broad leaf and they are also shade growers.

Mr. **Arnold.** Do you know how the large shade tobacco companies are financed?

Mr. **Hayes.** Well, of course, in general we feel that they are financed by the banks. Sometimes they are financed by the manufacturer, and I think there is one group of shade growers that is being financed through the Hartford Production Credit to some extent.

### BUYERS BASE PRICE ON EARLY SURVEY

Mr. **Arnold.** Can you tell us briefly how the buying is done here in Connecticut—the buying of tobacco?

Mr. **Hayes.** Most of the firms have their men go out and make a survey, usually twice during the summer, when the crop is growing. They go right onto the man's farm and look the tobacco over a couple of times during the growing season, and by that they have a complete picture of it, and that survey is improper with the tobacco farmer for a good many reasons. Sometimes, if things don't look just right, the crop might not look too good in the field, but it may still turn out to be a good crop of tobacco. But that crop is marked "one," "two," or "three" class by what they see in the field, and then, of course, the buying is done again by those same men. When the actual buying is done they will approach a farmer and make him an offer, and in cases where there has been an offer made and refused the farmer generally takes considerably less. I have done the same thing myself. I have offered 25 cents and have gone back probably 2 months afterward and offered 20 cents, under instructions.

Mr. **Arnold.** Not because of the market?

Mr. **Hayes.** No; just because of the condition there.

Mr. **Arnold.** Was that to teach the grower to sell when he is offered a price?

Mr. **Hayes.** That is right. It is generally conceded in the valley—I mean through the tobacco buyers and the large shade interests—that when any individual, whether he be a laboring man or a small farmer, says something or does something that is detrimental to the interests of the large shade-tobacco growers, he eventually suffers at their hands. Undoubtedly it has been done repeatedly here in the valley.

### DIVERGENT INTERESTS OF GROWERS

Mr. **Arnold.** I believe you said there were shade-tobacco companies which also grow and buy outdoor tobacco?

Mr. **Hayes.** They grow shade tobacco and also buy outdoor tobacco.

Mr. **Arnold.** In general, do you feel the interests of the shade and outdoor tobacco growers are identical?

Mr. **Hayes.** No; I think they are entirely different.

Mr. **Arnold.** Will you explain that?

Mr. **Hayes.** The shade-tobacco growers, in the first place, have a large organization. It is strong, financially and every other way, and the small tobacco farmer hasn't the prestige to start with—he hasn't the financial backing, and he is more or less at the mercy of the large interests in every move he makes.

Mr. Arnold. That is all.

The Chairman. Thank you very much, Mr. Hayes.

Our next witness is Mr. Howard.

## TESTIMONY OF DANIEL HOWARD, CONNECTICUT CONFERENCE ON SOCIAL AND LABOR LEGISLATION, WINDSOR, CONN.

The Chairman. Mr. Howard, Congressman Curtis will interrogate you.

Mr. Curtis. Will you give your full name?

Mr. Howard. Daniel Howard, from Windsor.

Mr. Curtis. What organization do you represent?

Mr. Howard. The Connecticut Conference on Social and Labor Legislation.

Mr. Curtis. Is that a full-time occupation?

Mr. Howard. Oh, no.

Mr. Curtis. What is your business?

Mr. Howard. I am a retired school superintendent—superintendent emeritus now—and I am called upon not only by this organization but many others to give a portion of my time.

Mr. Curtis. Who make up this conference on social and labor legislation? Are they public spirited laymen, or social workers, or what?

Mr. Howard. There is a great variety. Once a year a large meeting is held and invitations are sent out to all who are interested in our work, and responses come from social workers' organizations, labor unions, church groups, fraternal organizations, Y. W. C. A.'s and Y. M. C. A.'s and others.

Mr. Curtis. The statement you have prepared for the committee will be entered as a part of the record.

(The statement referred to follows:)

### STATEMENT BY DANIEL HOWARD, CHAIRMAN, CONNECTICUT CONFERENCE ON SOCIAL AND LABOR LEGISLATION, WINDSOR, CONN.

I have been asked what has been the history of labor in the tobacco industry of the Connecticut Valley since the decade immediately preceding the World War. My knowledge of this subject can best contribute to the answer to this question by taking my home town, the town of Windsor, Conn., as an example and illustration of what is common to all the other tobacco growing towns in the valley. The Windsor tobacco industry also is more widely known than that of any other of these towns.

It was in this town that the progressive spirit of the tobacco growers led them to organize about a half century ago to carry on scientific experiments in order to determine the best fertilizers for their crops, and the best methods for curing those crops in preparation for the market. Their experiments have been of great value and the methods and processes devised as a result are now followed almost universally by the growers. It was in this town also that the first shade tent constructed in New England was set up in 1900 where one-half acre was grown under cloth so successfully that the growing of shade tobacco has become the largest single industry in the town. Here also is the Connecticut Tobacco Experiment Station, the only one in New England, an institution whose research publications are standard information wherever tobacco is grown.

All this has resulted in making Windsor the center of America's shade-grown tobacco industry, since the statisticians of the experiment station tell us that the town grows more acres of tobacco under cloth than any other town, not only in Connecticut or New England but in the whole world. In 1939, 1,845 of the 4,800 acres of shade tobacco grown in Hartford County were grown in Windsor.

In 1940 Windsor also raised 551 acres of out-door tobacco, out of a total of 10,057 acres grown in Hartford County.

### COMPLEX LABOR PROBLEM

Such an industry with its varying labor requirements at different stages of production presents a complicated labor problem. In the spring when the seed beds are being prepared and the seed sown, while the ground is being prepared and the plants are being set, a comparatively small number of men can take care of a large plantation. During the season of cultivation, also, a few workers can take care of a large field.

But when harvest time arrives in August and early September the number of workers must be doubled and perhaps trebled. With men of training and experience to supervise and direct this work, men and women, boys and girls, without training or experience can be used and are used for all stages of the industry from early spring until the end of the harvest. Wages are uniformly low until the harvest, when a marked increase generally takes place. In the years immediately preceding the World War, local labor sufficient to bring the crop to maturity was generally available at $1.50 for a 10-hour day. Before the end of the World War labor had become so scarce that some of the growers were paying $5 for native workers in tobacco and a plan had been devised to bring Southern Negroes to Windsor to work in tobacco and also in the factories which were then in operation at Poquonock Village.

To finance this venture, or at least a part of it, the factory management, so the manager informed me, advanced the money to pay the transportation of these Negroes from the South to Windsor where some of them were given employment in the factories at 20 cents an hour, plus housing, I believe, and others went to work for some of the tobacco growers who reimbursed the factory for the expense incurred in bringing them to Windsor.

Many of these who came the first year were students who returned to their studies in the South at the end of the season. Since that first venture students and Southern laborers have continued to come to Windsor every summer to work for a small number of the larger growers, though the majority of the growers have not employed them.

Most of these workers must be classed as transients who return South at the end of the tobacco season, but a few have become permanent residents here and in the nearby city of Hartford. The ordinary scale of wages for the past two decades may be illustrated pretty fairly by the following data from the files of Mr. Thomas E. Connor, a highly esteemed individual grower, believed to be willing to pay above the average scale rather than below it. The individual growers are reputed to pay on an average about 50 cents a day more than the syndicated growers.

### PAY THREE TO FOUR DOLLARS FOR 9-HOUR DAY

Mr. Connor paid his native workers in June 1923, $3.50 per day, and $5 per day during the harvest. In 1924 he paid $4.50 per day in June, July, and August. This scale dropped only slightly during the next 5 years, and in 1929 Mr. Connor paid $24 a week in May and $25 a week in August. In 1930 he paid $16 a week in July and in September. In 1933 he paid $10 a week in harvest time. The scale rose but slightly until harvest time 1937, when he paid $24 a week. In 1940 he paid $3 per day in May, and $4 in August.

This year, according to the statements of both growers and laborers, the scale of wages runs from $3 to $4 for a 9-hour day. Women and some men are working for $3 a day.

There is a shortage of men of the age and ability required in the industries and in the Army and some growers who never employed them before are now bringing Negroes from the South.

These Negroes, according to statements that many of them have made, which agree with the general statements coming from some of the growers, receive $3 or about that for a 9-hour day. Most of these men are housed in barracks on the plantations where they are employed. Some of them are fortunate enough to receive this housing free, while others report that they pay a small rental. Probably the best accommodations enjoyed by any of these transients are the dormitory privileges furnished to a group of southern Negro students by the Hartford Seminary Foundation, which charges them $3 a week for their rooms.

The shortage of labor that exists today in June will largely disappear in July with the closing of the public schools for the summer and the release of an army of boys and girls, many of whom will be eager to obtain a few weeks employment in the tobacco harvest. While the compulsory school-attendance law, which is well enforced in Connecticut, bars boys and girls under 16 years of age from employment when schools are in session, during vacation time those over 14 years of age who find a farmer willing to employ them may obtain from the State Board of Education a working permit which is stamped with these words "For use in tobacco fields and farm work pursuits only, during the summer."

On account of their agility and adaptability these young people are considered particularly desirable workers for the harvesting of the shade-grown tobacco. For the harvesting of the out-door crop they are less adapted, but they can be used as helpers to the men who must do the heavy work.

### SEEK OTHER WORK IN WINTER

After the crops are harvested most of the summer workers must seek other employment for the winter months though some of them may obtain work in the packing houses and do other work connected with the tobacco industry.

These workers on the tobacco farms and plantations constitute a class of unskilled and low-paid laborers, but the growers say that their type of agriculture could not survive and pay a higher scale of wages. This is doubtless true for the great majority of the smaller employers and emphasizes the necessity for some economic remedy by which the farmer and the tobacco grower can receive for their crops and their products a return large enough to enable them to pay these agricultural workers a wage that will remove the disparity that now exists between them and the workers in industry and thus make it possible for both the farmer and his workers to maintain a standard of living such as their labor and their contribution to the general welfare deserve.

## EXHIBIT 35.—LEGISLATIVE NEEDS OF FARM LABOR

BY DAVID HEDLEY

Farmers in a Changing World, a yearbook of the United States Department of Agriculture for 1940, has an article called Farm Labor in an Era of Change. The author is William T. Ham of the Bureau of Agricultural Economics. Mr. Ham shows that in the earlier decades of this century farm wages tended to vary up or down in fairly close correlation with gross farm income. Since 1933, however, wages on farms have failed to go up in the same degree as gross farm income. The explanation given is that the factor which operated before the great depression, namely, the opportunity for farm laborers to shift to industry, has not continued to operate because of the large pool of unemployed in the cities.

However this may be, Mr. Ham states that on July 1, 1939, the average farm hand's rate of pay per month was $36.26, without board. According to the 1930 census the farm laborer gets about 150 days of work a year. Mr. Ham's general conclusion is this: "In all probability the full-time earnings of agricultural workers, including perquisites, average under $400 a year for the country as a whole."

Noting the exclusion of farm labor from social legislation, which will be dealt with more fully later, Mr. Ham expresses the belief that "the farm hand is worse off, by comparison with the industrial workers, than he was in 1933."

The result of the low income of this group, says Mr. Ham, is that "Their standards of living are incredibly low, their housing is inadequate, their means of preserving health are meager."

I would also like to draw the attention of the committee to Public Health Bulletin No. 258, published by the United States Public Health Service, in the Federal Security Agency. This is entitled "A Study of Medical Problems Associated with Transients," and it was published in 1940.

In offering this data, I wish to make it clear that I recognize that the problem of agricultural labor in Connecticut is only partially a problem of migration; also that the facts presented in this Bulletin No. 258 are based on studies which do not apply specifically to Connecticut; and finally, that insofar as there has been a great amount of defense migration to Connecticut in recent months, this is primarily among industrial workers, who earn more than the migrants referred to in this bulletin, and consequently are not likely to be so serious a health problem. At the same time, however, we too have our transient agricultural workers, especially in tobacco, and I feel that the data in this Bulletin will undoubtedly interest the committee as a whole.

### TRANSIENT CASE STUDY

The Transient Case Study on which Bulletin No. 258 reports, was made in 1937–38. It covered 19 or 20 cities, widely spread out geographically. Nine thousand and forty unattached transients were interviewed and 1,893 families. The resident group, with which these transients are compared, is that surveyed in the Health and Depression Study of the United States Public Health Service, and the Milbank Fund.

Here are some of the facts brought out:

"Both in the total and in each age group transients had a considerably higher disability rate than did the resident population" (p. 64).

"Transients suffer a higher rate of disabling illness than any economic class of residents, even the poorest" (p. 68). "Accidents, epidemics, and digestive diseases hit them especially hard" (p. 73).

"Over half (57.8 percent) of the disabling illnesses of family transients received no medical attention at all, while among residents the proportion was only one-third" (p. 75).

These are a few facts brought out about the health of interstate migrants, and their lack of medical care.

The same bulletin draws attention sharply to the problem of settlement laws as a barrier to transients benefiting from social services, especially health services. This discrimination between resident and transient has been crystallized into law in 39 States. Connecticut, for instance, requires 4 years' continuous residence to establish settlement. Only 5 States have a longer period than this.

How this works out in the practice of governmentally controlled agencies is shown in the bulletin on page 55. "Among governmental agencies, the percentage applying settlement restrictions is twice as large (58.9 percent) as it is among nongovernmental agencies (27.9 percent). This fact has great bearing on the availability of medical care to transients because more than three-fourths of all applications to medical agencies are directly to governmentally controlled agencies."

This discrimination against transients seems to apply, in varying degrees, to general hospitals, tuberculosis hospitals, out-patient departments, governmental agencies, case-work agencies, and, to a lesser degree, to what are called mass-care agencies.

The study shows that the overwhelming majority of migrations took place because of economic reasons, which means, in simple language, the search for a living. Thus the residence requirements under settlement law in fact place additional burdens on an already depressed and poverty-stricken class.

These few points are all I wish to say on the general question of the economic situation of agricultural labor in general, and on migrants in particular. I have introduced these facts here because I believe they show that the economic situation of the group we are speaking of is a very precarious one, and that consequently even greater importance attaches to their fate in regard to social legislation.

### LOW STANDARD OF LIVING

The inevitable and recognized result of this low standard of living among agricultural workers has been a continuous flow from rural areas to cities. From 1921–30 this amounted to 600,000 per year. The depression, of course, slowed this trend down greatly, and from 1930–34 it was only 120,000 per year. Today, however, there can be no doubt at all that in a State like Connecticut, where great Government orders in connection with the defense program have started factories booming, the result has been a sharp rise in the tendency for farm youth to move to the cities.

This is attested to by all observers. Mr. Stanley Kendig, of the Connecticut Council of Churches, was quoted in the Hartford Times, April 2, as saying that the chance of getting work in defense is the reason for one of the most serious losses of farm labor.

In the Hartford Courant of April 10, Mr. Albert Coles, of Morris, Conn., chairman of the Litchfield County Farm Bureau Labor Survey Committee, was reported as saying that during the last few months, 60 hands had left the farms there, and that 100 hands were needed in northern Litchfield County alone.

The same tendency to move from country to town is noted in the latest Biennial Report of the Connecticut State Labor Department, where it is pointed out that this shift from rural to urban areas goes continually; that in 1939, for instance, widespread unemployment in industrial centers did not succeed in halting it, and that in 1940–41 the favorable employment situation in industry has sharpened the whole issue into a serious problem for farmers.

A farmer interviewed at random near where I live told me that all the regular help he had for last year's berry-picking season has gone into the factories and that he has great difficulty in getting help at all. This is so bad that he has been using boys of 12, who stayed away from school and picked for 7 hours to make $1.80. A good picker could expect to make 30 cents an hour, working a 10-hour day, he said.

Thus we cannot be in any doubt of the shortage of farm labor, both for the regular truck-farm season and for the tobacco crop.

### EFFECTS OF SOCIAL LAWS

With these few words on the background situation of these agricultural workers, let us now see how their position is affected by our social laws.

In the case of migrant agricultural workers, we have already noted that an added difficulty they have to deal with is the settlement law. According to the Bulletin of the Public Health Service already quoted, in nearly all States and in nearly all agencies that may have been set up or authorized by law to help the needy, the workings of this law will result in the transient receiving less help or no help at all.

In the case of agricultural workers in general, whether migrant or resident, the case has been well summarized by Mr. William Ham in the article already quoted from the Department of Agriculture Yearbook.

"In 1939, unprotected in his right to bargain collectively, with no floor for his wages or ceiling for his hours, and denied the benefits of unemployment insurance and old-age assistance, the farm hand is worse off, by comparison with the industrial workers, than he was in 1933."

Thus the farm hand's situation may be expressed this way. He gets lower wages than the industrial workers. Because of the farm commodity price level the average small farmer cannot pay his help a wage that competes with industrial labor. The old idea that the farm hand was in some sense being taught the art of farming preparatory to setting up for himself, and that this teaching was part of his payment, is a thing of the past. The farm laborer gets practically none of the protection which various social laws provide to other workers. And finally, today, he reads of factories booming because of defense contracts, of more money to be made than he can hope to make on the farm. All these things naturally combine to give him a strong reason to go to the city. As long as the disparity of wages and conditions continues, at any time when the reservoir of city unemployed is nearly dry, it will be the farms that will first experience lack of an adequate labor supply.

### EXCLUSION OF FARM LABOR

Let us now look more closely at the exclusion of agricultural labor from social legislation.

A Primer of Laws for Connecticut Workers, published by the Consumers League of Connecticut, shows at least 11 protective provisions of State and Federal law from which resident agricultural labor is excluded. They are wages and hours under the Fair Labor Standards Act; minimum wage board under the State law; payment of wages; prohibition of work under 16; child-labor provisions of the Federal wage-hour law; provision of toilets on plantations unless 25 are employed; workmen's compensation, if less than 5 are employed; unemployment compensation, old-age pension, collective bargaining, under the Wagner Act.

Migrant labor would also be excluded from old-age assistance, unless 5 years' residence could be shown.

Or look at the matter this way: Suppose you live in a rural area and you have a family growing up and you are thinking about their future and wondering what will be best for them, you may consider these things:

In the city, your child cannot work in a factory, store, or almost any other place until the age of 16. On the farm he can start in at 14 and can work even before that age out of school time.

As long as he is a minor, your son will be protected against excessive hours of work, and especially against night work. That is, if he works in a store, factory, restaurant, barber shop, bowling alley, or similar place. Your daughter will get this protection as long as she works, except for relaxations unfortunately being permitted in the name of defense. On the farm, there will be no limitation on their hours of work.

If your children get jobs in interstate commerce, a 40-hour week and a 30-cent minimum wage will safeguard them under the wage-hour law. But not on the farm, for agricultural workers are specifically excluded.

If your children are not covered by the Federal law, and if you come to feel so dissatisfied at the conditions under which they are working that you want to do something about them, you can band together with others and ask the State commissioner of labor to hold a hearing and to set up a wage board. You can bring your evidence before that wage board, and you stand a fair chance (after a good long time, it is true) to get a minimum wage fixed to protect your children against the sweatshop. But not if your children work on a farm. For farm labor is again excluded.

If you are a union man, it will not do you much good to tell your child, who is working on a farm, packing tobacco for instance, that he can join a union and bargain with his employer without fear of reprisals. That would be all right if he was in a factory, under the Wagner Labor Relations Act. But the opinion prevails that agricultural labor is not included under the interstate commerce clause which gives the Wagner Act its jurisdiction. So your son who works on the farm is not protected if he wants to join a union. In the general assembly here recently there was talk of a State Labor Relations Act for Connecticut. Both Democrats and Republicans agreed that agricultural labor should be left out of it.

If your son, the factory worker, gets hurt he will probably get compensation. But your son who works on a farm, where less than five are normally employed, has no redress except a common-law suit.

When times are slack, your son in the factory will get his unemployment compensation checks, to help him and the family along. But your son, the farmhand gets no compensation and he must look at once to W. P. A., which is fast dwindling away, or look to the poor relief.

Finally, when he gets old, if he is a farm worker, he can expect no pension under the Social Security Act.

### SITUATION OF SHADE-TOBACCO WORKERS

This is the general picture. But it is not the whole picture. In addition to the basic injustice, an added abuse has crept in. The definitions of agricultural labor have become so widely extended that in this way large numbers of workers whose employment closely resembles large-scale industry, are also left out in the cold.

Let me give you just one instance. It is the story of the Connecticut shade-tobacco workers. Mr. Joseph Tone, when commissioner of labor, assessed the American Sumatra Tobacco Corporation for unemployment compensation contributions. American Sumatra is a Delaware corporation producing shade-grown tobacco in Massachusetts, Connecticut, Georgia, and Florida. In Connecticut alone it grows and packs over 1,000 acres of tobacco annually, and the cost from first to last is about $800 per acre. That means they have nearly a million-dollar business in Connecticut alone. At the peak of the season 2,000 workers are employed. These facts are vouched for by the State supreme court. Thus you have here all of the essential attributes of large-scale industry. The principal objections to having the workers in agricultural enterprises covered by social legislation, namely, the administrative difficulties of collecting the pay-roll taxes and enforcing the law, cannot seriously be said to apply here. Nor can it be said that the company is financially unable to meet these payments.

Yet American Sumatra appealed against paying the unemployment compensation tax and the State supreme court has ruled that the workers of this corporation are not covered by the unemployment compensation law. The reasoning is that the tobacco leaves are still tobacco leaves after all the work is done; thus there is no manufacturing to change the tobacco's form or nature; therefore, it must be regarded as "an incident to ordinary farming operations."

It should be noted that a great deal of this work is done in the Corporation's warehouses. The court decision says that at least half of the employees work both on the farm as well as in the warehouse. But this implies that nearly half only work inside. One of the shade-tobacco workers with whom we have corresponded claims that 75 percent of the tobacco workers never work on a farm but work exclusively in the warehouses at grading, sorting, and baling.

This entire group of workers is placed outside the benefits of the law by the Supreme Court decision in this case of *Tone* v. *American Sumatra Corporation*.

Last year Mr. Farmer was working for the United Cannery, Agricultural, Packing, and Allied Workers of America, C. I. O., as an organizer among the shade-tobacco workers. He was told then by the national office of that union that their Nation-wide experience made it evident that the National Labor Relations Board would not feel able to accept jurisdiction if a complaint of unfair labor practice was brought against any tobacco growers by the union. Thus, even if we accept the exclusion of agricultural labor, it is made to extend far beyond the just boundary of the term, to deprive workers of unemployment insurance and collective bargaining.

These are but two instances from our special situation here in Connecticut to show how the exclusion of "agricultural" labor from these laws is being stretched to protect the pockets of large and wealthy corporations whose workers very seriously need the law's protection.

### REASONS FOR EXCLUSION

Why are agricultural laborers always excluded? Mr. Ham, whom I have already quoted a number of times, offers the following reasons:

First. A belief that the actuarial and administrative difficulties would raise administrative costs prohibitively.

Second. A fear that the small farmer would be placed at a disadvantage.

Third. A tradition that the farm hand does not require protection.

Fourth. A fear that the inclusion of farm laborers would mean total defeat of the proposed legislation.

Fifth. Lack of well-organized labor support.

Would it make costs too high? It would undoubtedly raise costs greatly. However, in England, New Zealand, Australia, and pre-Hitler Germany agricultural labor has been successfully included in most social laws, and even the "five or more" provision has been avoided, so that coverage is almost universal. Moreover, even if administrative costs are high, they can and must be met. In the recently ended session of the Connecticut State Legislature, Calvin J. Sutherlin, legislative agent of the C. I. O., presented to the finance committee proposals for a State income tax and an increase in the rate of our corporation tax which would have yielded several million dollars without working a real hardship on anyone. There can be no valid reason against, and every reason for, availing ourselves of such financial possibilities to provide the extra staff that would be needed for giving coverage to these "forgotten men." The same could be done nationally.

The tradition that the farm hand does not need protection, if it ever was a serious consideration, is obviously given the lie by the extreme eagerness of laborers to get away from the farm into industry.

As to organized labor support, our conference, the C. I. O., and many other labor organizations have continually sought this kind of expansion of social legislation. In all the bills we have ever presented the farm hand has been covered.

Two questions are left: Would inclusion of farm labor place the small farmer at a disadvantage? And would it result in the defeat of all legislative proposals?

Both of these questions raise vastly larger issues than those yet touched on here. The chief issue they raise is, I believe, the serious economic difficulties which the average farmer has to face.

### "FIVE OR MORE" CLAUSE FOR FARMS ONLY

As far as large farm enterprises—such a stobacco—are concerned, I don't think there can be any valid reason against immediate coverage for farm labor. One might suggest, therefore, that the exclusion of farm labor, as such should be immediately ended and that the "five or more" clause should be retained for farms only, so that in agriculture only fairly large-scale operators, or operators in the period of the year when they employ a fairly large number of wokers, that is to say, more than five, should be covered.

But if this were used as an interim proposal, it should be made clear that the provisions of all social laws, especially unemployment compensation, would go into effect immediately upon the employer having five or more on his payroll, with no exemptions, and should cover all weeks in which he employed five or more.

This might serve as a first and immediate goal with regard to legislative change. It would prevent abuses such as the exclusion of the American Sumatra's 2,000 workers. Yet it would not place an unfair burden (assuming it would be an unfair burden) on the family-size farm where a couple of hands are taken on for a few summer months. The farm which got along with less than five hands except in the season, would be contributing to those workers' social security benefits at any time when it had more than five hands.

This brings us to the other large point. Would the passage of all labor legislation be jeopardized if farm labor were included? If this threat to labor legislation is thought of as coming from the small farmers' belief that it would harm him, the suggestion presented above should be enough to neutralize it. If it came from farmers who were economically able to pay the sums that would be involved by giving their help this protection, then public opinion should be mobilized to force the opposition into line. Farm labor needs the help of these laws. The community as a whole will benefit by extending it, and the profits of big enterprises, which are now cutting their costs by avoiding payments they should be making, ought not to be allowed to stand in the way of social progress.

### FARM-FACTORY DISPARITY

A few more things remain to be said here. It is clear that the problem of farm labor will never be solved so long as the present disparity exists between conditions of labor on the farm and in the factory. So long as the factory offers more wages, security, leisure than the farm, any situation such as the present will result in a sharp drop in available farm labor. Therefore, basically the solution must be sought in increased wages for farm labor, as well as in policies which will eliminate involuntary unemployment in city and country alike by increased mass consumption, and provide jobs in the cities for farm workers during the off season.

These are the basic conditions. But higher farm wages cannot be paid by the small farmer unless his own economic problems are solved. And these problems in turn cannot and must not be solved at the expense of the consumer through higher retail prices, since this would only once again curtail the farmers' market.

The solution, therefore, lies in cutting into the mark-up charged by the middleman, between the extremely low price he gives the small farmer and the extremely high price he charges the consumer. Legislation to definitely break the monopoly stranglehold of, for instance, the Dairy Trust, to reduce its excess profits and thereby open the way for a reduced price to the consumer and an increased price to the farmer, would enable the farmer to pay his help more, and would thus eliminate the discrepancy between town and country.

It would also make possible the universal payment of pay-roll taxes for unemployment compensation. Thus, finally, a stable supply of well-paid, socially secure farm labor could be assured.

I am well aware that this is a step of great magnitude and seriousness. But it is one that is necessary to eliminate a real bottleneck in the defense of the well being of the people as a whole. And as far as I can see, it is the only step which would raise the payments to farm labor in wages and security up to an equal footing with industrial labor. And nothing else will ultimately be satisfactory.

This is not to deny that immediate extension of social legislation to the farm hand, will do a lot to help restore the balance which is now so conspicuously lacking. Above all, it will end the truly unfair situation by which a desperately needy group is now denied aid.

But you will not finally solve the problem of agricultural labor until you can pay a living wage. You will not do that until you solve the total problem of agriculture. And you will not solve that problem until you break the power of the mortgage-holding bank and the monopolistic distributor.

## EXHIBIT 36.—LABOR RELATIONS IN AGRICULTURE

### BY LEONARD FARMER

The shade tobacco industry in Connecticut is a two-cycle seasonal industry Its summer phase employs as many as 11,000 workers on 6,500 acres in the Connecticut Valley, while the winter phase employs 5,000 workers in and around Hartford packing. Since the first war concentration has proceeded to a very advanced stage so that at present one company controls one-fifth of the acreage and the average corporate plantation embraces 125 acres, involving substantial capitalization. Likewise, the packing work is done by less than 20 warehouse companies. Family-sized plantations are now a rarity because of the high cost per acre ($800) in the article's growth, and those few unincorporated plantations which have managed to survive must process their product through their larger competitors or with the cooperative warehouse.

While a modicum of work is carried on in the country after the winter packing is over, the season summer work does not begin much before June. Most plantations at that time begin their season's activity by setting fence posts, preparing the land, checking the cloth, which has to be set over the posts after planting takes place. When the land is ready and the seed-bed work has been completed, the plants are transplanted.

At this stage, the home gang has to be augmented by additional labor to do a little sewing on the cheesecloth, to hoe, and later to pick the shade tobacco leaves.

The picking season will usually start July 15th and last for 6 weeks. Before picking, the labor ratio is 3 acres to a person. The first and last pickings are smaller, and it is extremely important for the growers to be assured of an adequate labor supply to get them through the middle pickings which are the most valuable, for the leaves will dry up in 3 days if not taken care of immediately.

The field picking work then recedes as barn work progresses in importance. The leaves will be hauled to nearby barns to be sewed by female labor and strung to laths. Then as the harvest is completed, the tobacco leaves are charcoal-cured and left to dry through September, and the summer work is over.

The winter work is essentially that of packing. Tobacco is brought to the Hartford warehouses after going through a chemical and machine process of being sweated and dried, to be sized, sorted, and packed. Then it is stored to be sold.

The winter season will begin the middle of October. Its length will be determined, naturally, by the size of the crop. However, the warehouse work may generally be said to last at least until the middle of March. The complicated nature of growing Sumatra tobacco in the Connecticut Valley, has lead to a sizable degree of specialization of labor. This is true, although it can be said that generally the growers try to rely on the cheapest labor possible to lower their labor costs. This policy of diluting the labor supply has changed the composition of the shade tobacco workers from the small farm owner, or hired hand of 1910, who was in the prime of life, to extensive use of aged labor, of woman labor, child labor; migratory, Negro, and student labor.

### SPECIALIZATION OF SUMMER LABOR

The specialization of summer labor proceeds along these lines: First, the plantation will be based upon those families who live on or near the fields, and do the steady all-year work of maintenance, etc., and are called the home gang. The young men and women of these families may be seasonal pickers; the young women alone, will sew both cloth and leaves. The older men on the home gang may be teamsters, while the middle aged will set the posts, handle the trucks and more complicated machinery, and do the harder work. Additional labor will be brought in to work in the seedbeds and start the hoeing and picking. Picking will be done predominantly by child labor, and Negro labor on five plantations. Dragging the baskets of leaves is exclusively a child-labor practice by custom. Shedmen will be used to check the fires, while women are used exclusively to sew.

It is necessary to point out that hoeing and picking is extremely hard work, under the cheesecloth where the temperature and humidity vary wildly. People have been known to faint on the job, and many will catch colds if picking the wet leaves early in the morning. Some have caught pneumonia from this latter task.

The winter work has evolved equally into large scale use of specialized labor. Sorters must separate the leaves according to variation in shape, veins, texture, etc. Sizers separate as to sizes. Both sorters and sizers are supervised at their benches by bench inspectors, while head inspectors have broader supervisory functions.

Female labor is used extensively in the warehouses and it is generally known that the age groups are marked; 19–24 and 45 and over.

The dilution of labor through the years has meant a lowering of wages. Both the dilution of labor and the cheapening of wages and labor costs have obviously been the result of the trend toward monopoly. The growers have banded together into a trade association, The Connecticut Valley Shade Growers Association, which gave considerable attention to building up machinery for diluting the labor supply in 1917 when they hired a labor agent. Since that time they have also united to fix more or less uniform wages. Wages are particularly uniform in the winter phase. I believe that one winter 17 warehouses were paying identical wages to sorters and sizers; these 17 were all members of the above-mentioned association.

Following are samples of wage rates, summer 1940:

Summer pickers: $1.75 to $2.50 a day, $2.50 top. Pickers age, 14 to 15. Summer pullers, $2.75.

Sewing: 3 bundles $1.00 piece rate, averaging $14 a week. Sewing on the cheesecloth nets $2.50 a day.

Men on the home gang $2.75 daily, 9-hour day.

It is noteworthy that Negro workers contacted this summer on certain plantations after being North for 10 days and all that time working on the fields, do not know how much they will be paid. They will average 25 to 30 cents hourly with deductions for rent. A certain bonus will be paid the end of the season to induce their staying on. If a worker leaves the plantation before they wish him to, he will lose his bonus. On the other hand, if the grower wishes to fire him, this he will do without considering the payment of what has been held back.

### WINTER WAGES FOR WAREHOUSE WORK

Following are the winter wages for average warehouse work winter of 1931 to March 1940:

Hours 7:45 to 3:30—½-hour lunch—42-hour week.

High inspector, $17.50, 42 cents hourly; table inspector $16.00, 38 cents hourly; sorter, $14.50, 34 cents hourly; sizer, $13.00, 30 cents hourly; and separator, $12.00.

These are mostly women's wages.

The wage scale for men on a 48-hour week is:

Part time, $19.00; 40 cents hourly. All year, $22.00; 47 cents hourly.

There was a time before industrialization had gone so far in shade tobacco when no one made less than $25 a week. Today very few make that much. Also in considering wage scales, besides the long run trend down in weekly rates, one should consider the tendency of industrialization to shorten the winter season so that today the season's earnings in winter work are considerably less than before.

### INADEQUATE HOUSING

Next to low wages in tobacco, the most important problem for the workers is their inadequate housing.

The home gang will be found usually in single- or four-family dwellings. These houses have no more paint and glass in them than the trucks which haul the tobacco. Sanitation facilities are extremely poor. Frequently, outside privies, the prevailing custom, are within despoiling distance of the drinking well. Six families are forced to use the same well pump. These houses have broken window panes which must be repaired at the tenants' expense. Many of them are drafty and unfit for human habitation. I recall one man having to bring up his new-born child at his mother-in-law's while he paid rent to his grower landlord for a too drafty room.

Then the general rural housing conditions are equally as bad. Few dwellings have been built since the first World War. Negroes working on this summer's crop are forced to sleep in parked cars in Hartford empty lots because they cannot find adequate housing adjacent to their work.

The boarding houses are a separate problem in themselves. While some steps have been taken to ameliorate crowded living conditions in them and to provide better food, it is still possible to find such houses where young people get no hot food all day, and are crowded into unbelievably small spaces. Often these houses violate the State housing laws as to sanitation and fire regulation; yet they continue to operate.

The Negro boarding houses are especially applling. Thirty people will be piled into a one-story shack, with only one inside egress and no outside fire escapes from the loft. Clothes will be stored under and on the bed, while a garden hose may provide the only washing and drinking facilities.

Housing problems of shade-tobacco workers reach into Hartford from which the Negro population and children come to work on the field, and should not be ignored in mentioning the general problem. Crowded conditions there are conductive to tuberculosis and other unhealthy conditions.

One cannot mention the housing problem of the tobacco worker without likening his lot to peonage. In the family house owned by the landlord grower, the tenant worker dares not complain about the conditions of tenancy for fear of losing his job. Perhaps if there is some glass left over from refitting the seed-bed covers, he may get it. Perhaps, after the barns are checked, the holes in his wall may be covered. But if he complains he may be asked to leave or to pay up his back rent, for it is a practice on some plantations to charge weekly rentals 52 weeks a year although the tenants may only be working 10 or 30 weeks in the year. The rent accumulates during slack periods until one goes back to work.

### NO TENANCY RIGHTS

Then, too, in both family houses and boarding houses one does not have even the slightest rights of tenancy. All such houses bear growers' no-tresspassing signs. A union organizer or anyone else thought undesirable by the grower is immediately driven off the plantation house. I have had the unique experience of being arrested for trespassing when holding a union meeting by written request where 40 Negroes were attending, in the common driveway adjacent to their sleeping quarters and for which they paid rent of 5 cents an hour. Also, there have been many cases of southern Negroes not being able to have their relatives from Hartford visit them week ends on the plantation because the plantation owner feared that the northern Negro was likely to urge for higher wages. Then, again, a growing family living in a company house might fear eviction if it does not turn over its children to the plantation for picking, even if it felt that there was more profitable work for them elsewhere during that period.

The company house on these plantations has had a generally antisocial effect in that the tenant has only illusory rights of tenancy and has been forced to accept progressively worse housing conditions.

### LABOR RELATIONS

But the development of labor relations has been the most pressing of all problems for the thousands of summer workers and for the winter warehouse workers as well. Because labor costs are a relatively high element in the cost of shade tobacco next to rent the drive toward profits has meant an ever-hardening drive against wages. Every company gives its plantation manager or warehouse manager a schedule of uniform costs. To the degree that he can produce a certain quantity of tobacco at less than his quota he obtains a bonus. This bonus is his incentive to cheapen his labor costs, and to drive his workers harder.

For instance the American Sumatra Co. produces a weekly comparative cost sheet for its winter work for its four warehouse managers. To the degree that each manager can undercut the average his bonus is enlarged. The average sorting pound cost is 0.1237 cent with warehouse averages varying weekly from 0.1150 to 0.13. This chaotic practice has led to a constant pressure on the managers to speed up the employees. Workers have frequently been forced to protest the fixing of weighing scales in a certain warehouse which constantly underpaid the employees for the actual poundage they produced.

And again in the summer each field boss will vie with the others to get more work out of the pickers. Plantations sometimes provide uniforms for their child laborers to color their labor with an air of sport. Against this speed-up the worker is powerless. When he puts up a grievance he is in most cases summarily fired. This is done as a disciplinary example for the others. The highly seasonal nature of the work with its varying need of a labor supply has meant the constant laying off of workers. They are never layed off by any rational scheme. It seems that the more a worker protests of the speed-up the more likely it will be that he will be the first to be layed off. Then, too, the local boss would prefer to fire than to lay off for the effect it has on the others.

As one of the grievances which I had to handle last summer I had 14 young boys who were fired because they did not wish to work picking the cold wet leaves until the sun had warmed up a bit. They had told me that one of their gang had become seriously ill from doing so just the week before. The labor department of the State accepted their grievance and endeavored through mediation to get them back to work. But the fact was that the manager had to let some pickers go that week anyway. Similarly there have been cases known where a man in charge of unloading charcoal was fired for asking for more helpers, and on one plantation a Negro woman was fired for protesting at being slandered by her foreman, or people being fired for seeking better drinking water facilities or sanitation facilities.

### FORMING WAGE COMMITTEES

At present the conditions of the tobacco workers are even worse in many respects for this summer. They are faced with a 7 percent increase in the cost of living, and an acute housing shortage. They have begun to form wage committees to seek a commensurate increase in their wages. Without the benefit of any protecting legislation, and with employers antagonistic to the principles of collective bargaining, they face a Herculean task, but they have done everything possible to improve their conditions before and they will continue to do so. With a more responsive legislative program at the State capital, and with a determined effort to guard and preserve their civil liberties, it may be expected that they will achieve material success. But such practices as closing the streets to their sound equipment and pickets, and persecuting their union members for trumped-up charges of violating the law or threatening them with bodily harm cannot be categorized as a step in this direction.

## TESTIMONY OF DANIEL HOWARD—Resumed

Mr. Curtis. We have had some description, Mr. Howard, of the various types of labor used in the tobacco industry. Will you give us some of your ideas of the conditions that prevail in the tobacco plantations in reference to wages and housing conditions and bonuses and sanitary conditions and so forth?

Mr. Howard. Well, I can speak on it mainly as it pertains to the town in which I live, the town of Windsor.

### TOBACCO GROWING DESCRIBED

Most of the tobacco raised there is of the shade-grown type, and in the spring the workers who have to be called upon first are mainly men, men who are strong, to prepare the seed beds, get the soil ready for the crops, fertilized, and so forth, and prepare the posts, set the posts for the tents and string the cloth and so on.

When the plants are set in the latter part of May or early June, these same men remain on to help cultivate. Some women are taken on and some young people who may be free, during the cultivation.

When the time of harvesting comes, which may be soon after the middle of July, lasting through August and into early September, a great many young people who have come out of the schools are employed. Probably most of the picking is done by people 14, 15, 16, and 17 years of age.

Mr. Curtis. In your opinion are the recommendations of the State Department of Labor being carried out by the tobacco plantations?

### CHILD LABOR LAW OBSERVED

Mr. Howard. Well, in some respects. I am quite sure they are so far as child labor is concerned. I know that that is looked after very carefully during the time that the schools are in session. Very rarely does one leave school to work. Maybe it might be done occasionally for a few days, but the young person is soon spotted and sent back.

Now, during the summertime all over 14 years of age—of course after they are 16 they are free anyway—are granted permits under the State board of education, and I think that part is lived up to very well indeed.

You spoke of housing facilities: Well, a large part of these young people live at home and either go back and forth a short distance themselves or are brought in by trucks from the city or nearby places and returned each night, so that takes care of a large part of that group.

Those who are brought in here from the South and from other parts of the country to work during the summer are housed in barracks, mainly. That is, barracks on the farms and plantations where they work. Those barracks are comfortable in a way, but vary very much, from crude and not so satisfactory to very good accommodations.

Mr. Curtis. How about the sanitary facilities?

Mr. Howard. Well, they correspond with the barracks themselves. They are rather meager but still endurable.

### DISCONTENT WITH WAGES

Mr. Curtis. Has there been much labor difficulty among tobacco growers?

Mr. Howard. I haven't heard of anything serious. There is considerable discontent, considerable complaint here. Workers think that their wages are low, and in some cases that their working conditions are rather arduous, and now and then there is some little outbreak of difficulty, but not very much has come to my attention.

Mr. Curtis. Is their dissatisfaction justified, in your opinion?

Mr. Howard. Well, from the evidence that has come to me, I think a good deal of it is justified.

Mr. Curtis. Some probably is and some isn't?

Mr. Howard. Yes.

Mr. Curtis. Something has been said in most of our hearings about having social security benefits reach these workers. Has your organization been active in that?

### BILL TO RECLASSIFY WORKERS

Mr. Howard. We were during the session of the legislature. We introduced several bills. I think one that appeals most strongly to these workers was a bill to attempt to get them out of the category of farmers—that is, so far as it restricted them from obtaining these benefits—to get them where they would receive the same benefits as workers in industry under the Social Security Act—minimum wages and all the other benefits.

Mr. CURTIS. Now, I am not familiar with tobacco growing and what I am about to say may not apply. But an ordinary corn and wheat and livestock farmer of the Middle West is in a vastly different position from a man in industry. If social security benefits are given to industrial workers, they are added to the cost of the product, but that doesn't happen with the producer of the raw products on the farm. Does that same situation prevail among the tobacco growers?

Mr. HOWARD. I assume it would be the same. Many of these people who are barred from the privileges of these laws think that they ought not to be classified as agricultural workers because they do not work on the farms. Those are the people who, in the wintertime, participate in the processing, the sorting and classifying and preparing for market of tobacco, and though they may never go out on the farm, they are classified as agricultural workers and come under the same restrictions as those who do work on the farms.

Mr. CURTIS. Are they in reality working for the processors or for growers?

Mr. HOWARD. They are both growers and processors. There are some who work simply for processors and do not work for growers, and others work for the growers themselves.

We have a court decision, I believe, that makes a distinction between those two.

### BILL FAILED OF ENACTMENT

Mr. CURTIS. What attitude has your association taken in regard to this problem?

Mr. HOWARD. That they ought to be so classified that they would obtain all the benefits that come to industrial workers.

The bill that was introduced in the legislature, I ought to say in passing, failed of enactment into law.

Mr. CURTIS. What is your recommendation—that social-security benefits be extended to all agricultural workers?

Mr. HOWARD. My recommendation is that it be extended to all agricultural workers; yes.

Mr. CURTIS. Are you advocating such legislation as a national movement?

Mr. HOWARD. No. What I refer to applies simply to our own State, and was an attempt to get all agricultural workers under the benefits of these social security laws.

Mr. CURTIS. That is all.

The CHAIRMAN. Thank you very much, Mr. Howard.

Our next witness is Mr. Luddy.

## TESTIMONY OF JOHN LUDDY, WHOLESALE COTTON DEALER, WINDSOR, CONN.

The CHAIRMAN. Mr. Luddy, will you please give your full name and present address for the record?

Mr. LUDDY. John Luddy, Windsor, Conn.

The CHAIRMAN. What is your present occupation?

Mr. LUDDY. Wholesale cotton goods dealer.

The CHAIRMAN. Will you please briefly trace your background, Mr. Luddy?

Mr. LUDDY. Well, I am a native of Massachusetts, but in 1916 I came here as employment manager for the Connecticut Leaf Tobacco Association.

The CHAIRMAN. And how did you happen to take up the business of recruiting labor for tobacco growers?

Mr. LUDDY. Well, I was out of employment at the time and was offered the position.

The CHAIRMAN. And how did you happen to get the job? You made a contact?

Mr. LUDDY. I answered an advertisement in the Boston newspapers and received a letter to meet a gentleman by the name of A. A. Olds, who was the treasurer of the Connecticut Leaf Tobacco Association; and as a result of that contact I came here to Connecticut and interviewed some other members of the association, the president and three or four other men who were on hand at the office on State Street, where I called.

The CHAIRMAN. What kind of people did you contact—where and when, Mr. Luddy?

Mr. LUDDY. What kind of people?

The CHAIRMAN. Yes.

Mr. LUDDY. Unskilled farm laborers. The first attempt I made was to bring such employees here.

### COST $50,000 TO BRING IN 3,000 WORKERS

The CHAIRMAN. Do you know, approximately, how many workers you brought into this area?

Mr. LUDDY. No; I can't give a definite answer.

The CHAIRMAN. A large number or a small number?

Mr. LUDDY. Well, I would say 3,000.

The CHAIRMAN. Have you any idea of the cost to the grower for bringing them in here?

Mr. LUDDY. Oh, yes; I know the expenses incurred in connection with the recruiting of labor.

The CHAIRMAN. What would that amount to, approximately?

Mr. LUDDY. In outlay for transportation, I would say over the period that I was employed, about $50,000.

The CHAIRMAN. And what period of time did that cover?

Mr. LUDDY. From 1916, in the spring, through the year, the growing year, of 1918.

The CHAIRMAN. And what kind of facilities were provided for these workers—housing facilities?

Mr. LUDDY. Well, the first attempt to bring workers here was not very satisfactory in that respect, because no arrangements had been provided for boarding houses on the farms and it was more or less a hit-or-miss arrangement, to be made when the workers arrived here. But the tobacco growers themselves saw the situation and immediately made efforts to change it.

There sprung up on different farms different types of boarding houses and barracks to take care of them.

The CHAIRMAN. And are those boarding houses and barracks livable?

Mr. LUDDY. Well, I would say, as Mr. Howard said, some of them are better than others.

The CHAIRMAN. What wages were paid?

Mr. LUDDY. As I recall, it was around $2.50 a day for 10 hours for ordinary farm labor. Men who were able to handle horses or run tractors and do the more skilled work received higher wages.

The CHAIRMAN. Were they hired by the day, the week, or the month?

Mr. LUDDY. By the day.

### WORKERS BROUGHT IN BY RAIL AND TRUCK

The CHAIRMAN. What was the character of the transportation used to bring them here?

Mr. LUDDY. Railroad.

The CHAIRMAN. Were any brought by trucks?

Mr. LUDDY. Well, they used to bring some down from Boston by trucks, but that wasn't a very fertile field to bring labor from.

The CHAIRMAN. Did you attempt to recruit any students?

Mr. LUDDY. Oh, yes; and I think one season, the first season, I brought in 754.

The CHAIRMAN. Mr. Luddy, would you bring in families as well as individuals and students?

Mr. LUDDY. There were one or two families that came in as a result of special requests from one of the managers of a tobacco plantation, but the members of the association were not prepared to take care of them with housing facilities for colored families. Most of their houses were occupied during the farm activities with white people.

The CHAIRMAN. Did you have difficulty down South in recruiting plantation labor?

### FLORIDA RECRUITING SCHEME FAILED

Mr. LUDDY. Well, I just had one experience in Florida that was rather difficult.

There is a place down there called Quincy, which is a tobacco growing section of Florida. They grow tobacco very similar to the tobacco that we raise. The season is ending down there when we are beginning up here—the picking season—and I went to Quincy with a letter of introduction to several prominent men and asked them if they would have any objection to my trying to recruit labor and bring it up to Connecticut and return it to Florida after the harvest was over.

As a result of several interviews in Quincy, I was told that it would not be a popular movement and they suggested that perhaps if I went to Leon County, which is about 100 miles away from Quincy, that I would have better success.

They gave me a letter of introduction to one of the bankers in the city of Tallahassee, and I also had the address of the sheriff. I called at the bank and explained the plan and he thought it would be a good scheme as the workers in that section had finished in the tobacco houses, and that would give them continuous employment. As a result of that interview I had negotiations with a man who was operating a warehouse, and arranged to hire him and his entire packing-house crew and bring them to Connecticut and return them after the season was over.

I went to see the sheriff and explained the situation to him, and knowing that there was some labor law against recruiting, I wondered how he would view it. He seemed to think it would be all right.

I went to see the commissioner of labor in the capitol and talked with him in reference to it, and he thought well of the scheme, and I came back to Connecticut and arranged to place two cars at the railroad station at Tallahassee and carry the group to Connecticut, and also arranged to take care of them when they got up here so they would be housed properly.

While I was doing that I received a telegram that there was a protest meeting held in Tallahassee against it. They wanted me to withdraw the contract that we had more or less entered into. I withdrew it and that was the end of it.

### RECRUITED NEGRO STUDENTS

The CHAIRMAN. Have you recruited any Negro students from the South?

Mr. LUDDY. Yes. The arrangements for that was sponsored more or less by the National Association for the Advancement of Colored People, with headquarters in New York. There was a white gentleman present at the time. I don't know his name. I met him at the office one time.

The only thing I can recall about him was that he said he was a Quaker and devoted most of his work to welfare purposes, and he took up this association work.

The CHAIRMAN. Do you think the recruiting that you did yourself encouraged general migration up here?

Mr. LUDDY. I think it encouraged it greatly.

The CHAIRMAN. The news spread around, didn't it?

Mr. LUDDY. Yes; and the workers who came up here gave us satisfaction and we felt quite pleased with the results that we accomplished with them.

The CHAIRMAN. Thank you very much, Mr. Luddy.

Is there anything further to come before the committee before we adjourn?

Mr. RILEY. Mr. Chairman, I would like to offer for the record a number of statements prepared by interested parties who were not able to appear personally before the committee.

The CHAIRMAN. Will you indicate on the record what they are?

Mr. RILEY. I would like to offer for inclusion in the record as Exhibit 1 an analysis of the farm labor situation which has been prepared for the committee by the Farm Security Administration.

(The analysis referred to above is as follows:)

## EXHIBIT 1.—FARM LABOR IN CONNECTICUT, 1941

### REPORT BY LABOR DIVISION, FARM SECURITY ADMINISTRATION, UNITED STATES DEPARTMENT OF AGRICULTURE

The major types of commercial farming in Connecticut in which both regular and extra seasonal farm workers are employed are tobacco (shade and sun-grown), dairy, vegetable, potato, fruit, and berry, and poultry. In contrast to other types of farming, which are generally scattered over the State, tobacco growing is concentrated in a comparatively small geographic area of Connecticut. Its acreage lies predominantly in Hartford County, particularly in those townships bordering the Connecticut River.

Potato acreage is less concentrated than tobacco, but a substantial portion of it is found, together with sun-grown tobacco, on the northeast bank of the river in Hartford County. Parts of New Haven and New London Counties are devoted largely to truck vegetable and berry farming and parts of Litchfield County mostly to dairying.

Tobacco plantations are by far the largest employers of both regular and seasonal labor in point of total numbers as well as in terms of average farm-unit hiring. The seasonal labor peak in shade tobacco is particularly high, such employment amounting to about five times the number of regular workers hired during the year. In sun-grown tobacco, the seasonal-regular labor ratio is about 3 to 1. Dairy farms rank second to tobacco in terms of total volume of workers employed, but rank much lower on the basis of average employment per farm unit. Similarly, the seasonal labor increase on dairy farms as a whole is substantial largely because of the many units in the industry, but it is very small on a per-farm-unit basis. Vegetable and fruit and berry farms rank third and fourth, respectively, in terms of total volume employment of hired labor. Fruit farms, however, employ more per farm unit than vegetable farms. Seasonal labor employment on each of these types of farms is comparatively high—4.5 and 4 times the regular labor requirements, respectively. Potato farms employ considerably less year-round workers than poultry raising enterprises, but the seasonal-labor peak on the former is much higher than on the latter.

The following table shows the estimated total and average per farm-unit employment of regular and seasonal farm laborers by types of commercial farming in Connecticut in 1940:

| Type of farming | Number of farms | Regular help | Seasonal help | Employment per farm unit, regular | Employment per farm unit, seasonal |
|---|---|---|---|---|---|
| Shade tobacco | 52 | 1,600 | 8,400 | 30.8 | 105.4 |
| Habana seed and broad leaf (sun-grown tobacco) | 1,150 | 2,760 | 6,700 | 2.5 | 5.8 |
| Potatoes | 150 | 300 | 1,250 | 2.0 | 8.3 |
| Fruit | 500 | 750 | 3,500 | 1.5 | 7.0 |
| Vegetables | 1,000 | 1,000 | 4,000 | 1.0 | 4.0 |
| Poultry | 1,500 | 1,100 | 500 | .8 | .3 |
| Dairy | 5,900 | 6,300 | 8,000 | 1.1 | 1.4 |

Source: University of Connecticut Extension Service.

### TOBACCO REQUIREMENTS

The shade-grown tobacco harvesting season commences around July 10, and is completed about September 1. Sun-grown tobacco is cut between the middle of August and September 10, with peak operations falling between August 15 and 25. This year about 6,500 acres have been planted to shade tobacco and about 13,500 acres to the sun-grown variety. The extra seasonal labor requirements for shade-grown tobacco is estimated to be slightly less than 1.5 men to the acre, and for sun grown, one-half man per acre. This is equivalent to a working force of 8,400 in shade tobacco and about 6,700 in sun-grown tobacco, or a total seasonal employment in both field harvesting operations and in preliminary-processing work conducted in tobacco barns of slightly over 15,000 workers. Seasonal harvest hands employed in other types of farming have been estimated to number about 1,200 in potatoes, 3,500 in fruit orchards and berry fields, 4,000 in vegetables, 500 in poultry, and about 8,000 in dairy farming. This brings the total gross or cumulative employment to about 32,000 man-jobs, or the number which have to be filled for varying periods of employment throughout the agricultural season in the State.

Partial or complete sequence in the maturity of the Connecticut crops, however, permits seasonal employment of part of the labor force in more than one crop or job so that at no time would the maximum 32,000 individual workers be required. This assumes a fair degree of labor mobility. If we further assume, for example, that from one-third to one-half of the gross or cumulative employment is performed by seasonal farm laborers working in two crops or two farm jobs, it would seem that the maximum number of laborers needed for seasonal work in Connecticut agriculture would range roughly from 24,000 to 27,000. A more careful analysis of seasonal employment of farm laborers particularly as it is reflected in the harvesting operations of each individual crop or farm activity within certain well-defined periods of time during the agricultural season would probably reduce these figures appreciably.

The possibilities which exist for seasonal laborers to capture more than one job during the agricultural season in Connecticut can be roughly illustrated by a recital of the agricultural seasonality in the State. Laborers employed in shade tobacco, for example, are ostensibly free to move over to work in the sun-grown tobacco harvest toward the end of August and continue until about September 10, or to obtain jobs on dairy farms involving silo filling between September 1 and September 15. The apple-harvesting period, September 15 to October 10, lends itself also to the employment of workers previously engaged in tobacco work. The harvesting of peaches, August 20 to September 10, and of tomatoes and sweet corn, July 20 to September 20, overlap largely with the tobacco-harvest period. But farmers who raise potatoes, which are harvested in October and in early November, are in a position to tap seasonal workers employed in earlier crops. Strawberry farmers who harvest in June find little competition for the local labor supply from other crops, but dairy farms which employ extra seasonal labor between June 20 and August 1, mostly for haying operations, are faced with such competition from the shade-tobacco growers. Beans are harvested from the end of June to late September or into October, while most of the other vegetables have a long season starting May 1 and terminating early in September.

## CHARACTERISTICS OF TOBACCO PRODUCTION

Tobacco farming in Connecticut is of two types: (a) Shade-grown and (b) sun-grown. Practically all of the tobacco raised in Connecticut (and in the Connecticut River Valley extending into Massachusetts), both the shade and outdoor-grown varieties, is used as wrappers for cigars. A relatively small volume is used as binders and fillers.[1]

The sole market for Connecticut tobacco, in any event, lies in the cigar field. The shade-grown tobacco differs in its physical production aspects from the Habana seed or broad leaf in that its growth is protected from the sun's rays by huge "tents." These "tents" are made of rough but sturdy cheesecloth stretched over wires which are attached to poles about 10 feet high. This process of partially diverting the sun rays keeps the temperature even and increases the humidity. The control thus effected produces a leaf the texture of which is considerably finer than that of sun-grown tobacco. The process also has the effect of producing a more consumer-appealing color as well as decreasing the weight of the leaf without impairing its textile strength.

The shade tobacco growing and marketing industry in Connecticut is "big business" measured in terms of large size of plant and output, high total and per unit investment, and employment of large numbers of field and shed workers. The product is produced by a comparatively small number of large companies or corporations whose production costs and value of the crop are characteristically high. The relatively few "dirt farmers" who are engaged in the production of this type of tobacco are usually financed by these merchant-growers or companies for whom it is grown under contract and under their supervision.

In 1940, for example, there were only 47 growers of shade tobacco in Connecticut. They produced almost 5,000,000 pounds of this crop on approximately 6,000 acres, or, on the average, over 100,000 pounds per grower on an average plantation of about 125 acres. When it is realized that the gross cost of producing 1 acre of this product is almost $1,000, even the average grower, it will be noted, is compelled to make an appreciably large outlay.

The characteristically large-scale nature of this type of farming is further indicated by the fact that the total farm value of Connecticut shade tobacco last year (1940) was $3,382,000, or an average gross return of $81,532 per grower, Moreover, a distribution of the 47 shade-tobacco growers by size of plant and production indicates a high degree of concentration of land holdings and of output even among this comparatively small number of producers.

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[1] A cigar consists of three parts, the filler, the binder, which is used to keep the filler in the form of a cigar, and the wrapper, which is the finishing or outside leaf.

In 1940, 10 growers, or about 20 percent of the total, accounted for 65 percent of the acreage, and of the output and 66 percent of the total value of the crop; only 3 growers, with tobacco plantations of over 500 acres, it will be noted, controlled over 40 percent of the acreage, and of the output and received over 40 percent of the farm value of the crop. The following table shows the distribution of acreage, production, and farm value of the crop by size of growers:

*Shade-grown tobacco production in Connecticut, by size of farms, in 1940* [1]

| Size (acres) | Growers | | Acreage | | Production | | Farm value of crop | |
|---|---|---|---|---|---|---|---|---|
| | Number | Percent | Number | Percent | Number | Percent | Amount | Percent |
| 1 to 49.9 | 19 | 40. 4 | 580 | 10. 0 | 493, 000 | 10. 0 | $385, 000 | 10. 0 |
| 50 to 149.9 | 18 | 38. 3 | 1, 389 | 24. 0 | 1, 180, 650 | 24. 0 | 921, 000 | 24. 1 |
| 150 to 499.9 | 7 | 14. 9 | 1, 421 | 24. 7 | 1, 207, 850 | 24. 9 | 942, 000 | 24. 6 |
| 500 to 1,000 and over | 3 | 6. 4 | 2, 389 | 41. 3 | 2, 030, 650 | 41. 1 | 1, 584, 000 | 41. 3 |
| Total | 47 | 100. 0 | 5, 779 | 100. 0 | 4, 912, 150 | 100. 0 | 3, 832, 000 | 100. 0 |

[1] Distribution of shade-grown tobacco acreage and number of growers was obtained from the Connecticut agricultural conservation program. Production figures were derived by applying the 1940 yield of 850 pounds per acre; this yield figure was taken from the Nov. 12, 1940, Crop Report on Tobacco, Agricultural Marketing Service. "Farm value of crop obtained from the Agricultural Marketing Service, U. S. Department of Agriculture."

With the exception of a few large sun-grown tobacco producers, the farm units devoted to this variety of the product are much smaller than those on which shade tobacco is raised. Outdoor tobacco is raised by dirt farmers with small capital. The gross cost of producing an acre of this product is about $200. To the majority of these growers, the tobacco raised on a few acres represents their only money crop. In 1940, for example, the average outdoor tobacco farmer had less than 9 acres devoted to this crop, compared with 125 acres of the average shade-tobacco growers.

The underlying reason for this structural set-up is obvious: Although there is about twice the acreage in outdoor tobacco than in shade-grown tobacco in Connecticut, the number of those growing the former variety is many times larger than the number of those growing the latter variety. Thus, in 1940 there were harvested 10,385 acres of outdoor tobacco, which yielded slightly over 16,000,000 pounds of leaf with a farm value of $3,362,000. On the other hand, there were but 5,779 acres of shade tobacco harvested that year, which yielded slightly less than 5,000,000 pounds of leaf with an estimated farm value of $3,832,000. The outdoor tobacco was grown by about 1,200 farmers; the shade, by 47 growers, represented, in the main, by 17 large grower-marketing concerns. In 1929 the permanent investment in land and equipment of outdoor tobacco farmers approached $55,000,000, while that of the shade growers about $20,000,000.

Most of the shade leaf is packed by the growers and sold to jobbers or cigar manufacturers. The operation of the Consolidated Cigar Corporation displays perhaps the highest degree of vertical integration. This company not only grows, processes, and markets its product, but actually manufactures the finished product—the cigar. In 1940, as in 1939, the American Sumatra Tobacco Corporation was the largest single grower of shade tobacco, and the Consolidated Cigar Corporation was the second largest. Other large producers of this variety of tobacco are: Cullman Bros., Inc.; Windsor Shade Tobacco Co.; Kahn Bros. Tobacco Co.; Meyer & Mendelsohn, Inc.; Otel Tobacco Corporation; A. N. Shepard & Son; Silberman-Kahn Corporation; Howard Whitaker; Rapaport & Son; Victor C. Fassler; Wetstone-Kamins Tobacco Co.; and Hathaway-Steane Corporation.

In the outdoor field, on the other hand, the small grower usually sells his bundles of tobacco to the representative of some packing house, which sizes, sorts, and sweats the product before disposing of it to the cigar manufacturer. The following table shows the distribution of acreage, production, and farm value of outdoor tobacco by size of farm. Also attached is a listing of the 1940 acreages grown.

*Sun-grown tobacco production in Connecticut, by size of farms, in 1940*[1]

| Size (acres) | Growers | | Acreage | | Production | | Farm value of crop | |
|---|---|---|---|---|---|---|---|---|
| | Number | Percent | Number | Percent | Number | Percent | Amount | Percent |
| 0.1 to 5 | 516 | 42.8 | 1,589.9 | 15.4 | 2,457,191 | 15.4 | $516,000 | 15.4 |
| 5.1 to 10 | 448 | 37.2 | 3,318.6 | 31.9 | 5,130,890 | 32.1 | 1,078,000 | 32.0 |
| 10.1 to 25 | 192 | 15.9 | 3,040.3 | 29.2 | 4,682,523 | 29.1 | 983,000 | 29.2 |
| 25.1 to 50 | 37 | 3.1 | 1,271.3 | 12.2 | 1,954,429 | 12.2 | 410,000 | 12.2 |
| Over 50 | 12 | 1.0 | 1,164.7 | 11.3 | 1,784,023 | 11.2 | 375,000 | 11.2 |
| Total | 1,205 | 100.0 | 10,384.8 | 100.0 | 16,005,056 | 100.0 | 3,362,000 | 100.0 |

[1] Data obtained from the agricultural conservation program, University of Connecticut, June 4, 1941 "Farm value of crop obtained from the Agricultural Marketing Service, U. S. Department of Agriculture."

*The Connecticut Valley Shade Growers Association, Inc., Connecticut Valley shade-grown type 61–A acreage grown in 1940*

| | Acres | Square rods |
|---|---|---|
| American Sumatra Tobacco Corporation | 1,120 | 97 |
| Cullman Bros. Inc.: | | |
| Cullman Bros., Inc | 319 | 74 |
| Paul Sullivan | 20 | 0 |
| Arthur Hayes | 25 | 0 |
| Total | 364 | 74 |
| The Windsor Shade Tobacco Co., Inc.: | | |
| F. M. Arnold & Sons | 57 | 76 |
| V. C. Brewer & Son | 53 | 46 |
| A. A. Clark | 116 | 158 |
| R. B. Clark | 70 | 118 |
| Howard Thrall | 91 | 45 |
| Oliver Thrall | 94 | 8 |
| C. F. Woodford & Son | 31 | 115 |
| Total | 515 | 86 |
| The Gershel-Kaffenburgh Tobacco Co | 350 | 6 |
| Griffin-Fuller Tobacco Co.: | | |
| Griffin-Fuller Tobacco Co | 103 | 104 |
| Charles F. Griffin | 40 | 0 |
| Estate Fred M. Colton | 50 | 23 |
| Estate A. T. Pattison | 71 | 146 |
| Howard McCormick | 20 | 99 |
| Total | 286 | 52 |
| L. B. Haas & Co., Inc.: | | |
| L. B. Haas & Co., Inc | 185 | 143 |
| Huntington Bros | 168 | 96 |
| Benjamin Kanter | 45 | 123 |
| Hubbell F. Brown | 17 | 111 |
| Total | 417 | 153 |
| The Hartman Tobacco Co.: | | |
| The Hartman Tobacco Co | 473 | 88 |
| I. H. Woodworth | 65 | 120 |
| Total | 539 | 48 |
| Kohn Bros. Tobacco Co., Inc.: | | |
| Kohn Bros. Tobacco Co., Inc | 189 | 54 |
| J. F. Ransom | 72 | 128 |
| Estate Harry C. Griswold | 23 | 62 |
| Kohn Bros. Tobacco Co., Inc.—Con. | | |
| Fred Morgan | 0 | 0 |
| William E. Hastings | 78 | 119 |
| Estate A. H. Brown | 24 | 45 |
| Estate A. H. Grant | 58 | 40 |
| Samuel Friend | 27 | 78 |
| M. Silverherz & Son | 32 | 19 |
| Total | 506 | 65 |
| Meyer & Mendelsohn, Inc.: | | |
| Meyer & Mendelsohn, Inc | 34 | 78 |
| Tudor F. Holcomb | 55 | 142 |
| Walter Wolf | 34 | 33 |
| James L. Day | 40 | 63 |
| Total | 164 | 156 |
| The Otee Tobacco Corporation | 99 | 100 |
| A. N. Shepard & Son: | | |
| A. N. Shepard & Son | 31 | 108 |
| Friend & Co., Inc | 169 | 141 |
| Total | 201 | 89 |
| Consolidated Cigar Corporation: | | |
| Consolidated Cigar Corporation | ----- | ----- |
| Silberman & Kahn | 949 | 56 |
| Mrs. A. Dubon | ----- | ----- |
| Total | 949 | 56 |
| Leslie W. Swift, Inc | 164 | 44 |
| Howard Whitaker: | | |
| Howard Whitaker | 28 | 156 |
| C. K. & H. T. Hale, Inc | 89 | 50 |
| Total | 118 | 46 |
| B. Rapaport & Son, Inc.: Estate of Morris Rosenberg | 90 | 86 |
| S. A. Fassler & Co | 44 | 27 |
| The Wetstone Tobacco Corporation | 100 | 10 |
| Total type 61–A grown in 1940 | 5,988 | 75 |

### TRENDS IN TOBACCO PRODUCTION

Tobacco acreage in Connecticut underwent slow but steady increase during the decade 1910 to 1920; it declined somewhat slower during the succeeding decade. Acreage in shade tobacco, however, reached its peak in 1921, and that in outdoor tobacco in 1925. Since 1925 acreages in both of these crops declined rather sharply. By 1930 the total tobacco acreage in the State was about 40 percent greater than in 1910 but almost 30 percent less than in 1919, the all-time peak. Between 1930 and 1933 the decrease in acreage was extremely rapid. In 1934 the trend was again reversed, largely because of the salutary effect on prices resulting from the A. A. A. program, and in 1940 the acreage in tobacco was 25 percent higher compared with 1935.

From a wider agricultural point of view, greater significance is attached to the fluctuation in plant capacity and output of sun-grown than of shade-grown tobacco. The contraction of sun-grown tobacco in the State from 18,000 acres in 1928 to less than 7,000 acres in 1934 was accompanied by experimentation with other lines of production. In the first place, tobacco planting disappeared from the Housatonic Valley, and tobacco culture withdrew to the heart of the Connecticut River Valley. Second, in the valley itself there was a shifting to potatoes, particularly on the northeast bank of the Connecticut River. Infiltration of vegetable farming nearer the markets, and of poultry, dairy, and part-time farming also occurred throughout the tobacco area. The nontobacco enterprises which showed the most marked increase, however, were potato and vegetable farms, although the growth in dairying was also substantial. Chart I shows graphically the trend of production of both outdoor and shade-grown tobacco in Connecticut since 1910.

### LABOR OPERATIONS IN TOBACCO FARMING

The major operations in tobacco farming are the preparation of the seedbed and the planting of the seed in glass-covered frames, the preparation of the soil involving plowing, harrowing, and steaming it, planting, cultivating, harvesting, and the sorting, sewing, stringing, and hoisting of the leaves to dry or cure in field tobacco barns. In the case of tobacco grown under shade, the sewing of the cheesecloth and draping it over the wires attached to poles is an important labor-consuming operation. Of these operations, harvesting and shed work require the largest amount of manual labor.

Preharvesting work is done usually by year-round workers, those employed from early spring to late fall, while harvesting and leaf-drying or curing operations require extra seasonal workers for comparatively short periods of time, July through September. In shade tobacco, the sequence of operations are approximately as follows: April 1 to May 1—preparing seed beds and soil; May 1 to June 1—sewing cloth, plowing, harrowing, and planting; June 1 to July 10—planting and hoeing; July 10 to September 1—harvesting and curing. The cutting of outdoor tobacco begins about one month after the commencement of shade tobacco picking, continues simultaneously with the shade tobacco harvest for about two weeks during the last half of August and ends about 10 days to 2 weeks after the completion of shade tobacco picking.

The harvesting, sorting, sewing, and stringing of shade tobacco leaves are accomplished mostly by youth labor—boys and girls between 14 and 18 years of age. They represent roughly 40 to 50 percent of the labor supply. Between 15 and 20 percent are adult women and the balance, 35 to 40 percent are older boys and adult men. Young boys, because of their small stature, are definitely preferred in picking the leaves grown under "tents." The work is done frequently in a crawling or stooping posture and, as is the case in all light "stoop crops," lends itself to child labor. Three and sometimes four pickings are required. Girls and women are employed in sewing cloth for "tents" prior to planting and in sorting, sewing and stringing or stretching the leaves on laths as the crop is brought in from the field. The latter work is conducted in tobacco barns located in the fields. About two pickers to one sorter and sewer are required for the first picking and slightly less for the subsequent pickings. Some men are employed also in tobacco barns for the heavier work involved in hoisting laths of tobacco leaves for drying and curing. Older boys and men are used mostly for carting tobacco to the barns and for other heavy field work. Thus, for example, the picked leaves are placed in baskets by young pickers and the older boys drag the baskets to the trucks which carry them to the tobacco barns.

The functional labor organization in outdoor tobacco farming differs significantly from shade tobacco work only in the harvesting operation. The proportion of older boys and men employed in cutting tobacco is appreciably larger than that engaged in picking the shade product. Outdoor tobacco is cut at the stalk with hatchets and involves, therefore, not only more laborious work but a more dangerous occupation. Shade tobacco is not harvested in this manner, being "primed" or carefully plucked from the stalk leaf by leaf. The outdoor variety, morever, is then usually stripped from the stalks and "rigged" in the fields before carted or trucked to the barns to be sorted, sewed, and strung on laths in the same way as are shade tobacco leaves.

### SOURCE OF LABOR

The principal source of farm labor, both regular and seasonal, for the tobacco fields of Connecticut lies within the State and usually is sufficiently near to the plantation for the workers to be transported daily by the growers free of charge to and from work during the period of employment. The large majority of the seasonal farm workers reside in the relatively nearby cities or towns of Hartford, East and West Hartford, Mansfield, Thompsonville, Manchester, New Britain, Wilson, Poquonock, etc., but Westfield and Springfield, in Massachusetts also contribute to this supply. Farm labor families living in adjacent rural regions are also drawn upon both for the seasonal pre-harvest and harvest operations. Most of this local labor consists of Negroes and persons of more immediate foreign extraction, mostly Polish and their native-born children.

Out-of-State migrant farm laborers represent a small proportion of the total labor force employed in Connecticut agriculture, and practically all of it is found on the shade tobacco plantations. The preponderant majority of these migrants are Negroes, usually from the southern States of North and South Carolina and from Georgia. In past years, most of the southern Negro labor recruited by the shade tobacco growers constituted preparatory school and college students of Negro educational institutions, but more recently the tendency has been to hire more and more experienced adult labor from the tobacco-growing regions of the South.

In 1940, the Connecticut labor department reported that there were between 250 and 300 adult Negro males from various States of the South employed on tobacco plantations in the Connecticut River Valley. Since its investigation did not cover all the tobacco farms of the State, it is reasonable to assume that the actual figure was larger. Even if it is estimated that about 500 out-of-State migrants find their way to Connecticut each year, they would still represent a small proportion of the total farm labor force engaged in harvesting the crop. The significance of their influx, however, in terms of transportation, housing, health, sanitation, and other community problems which their presence generates outweighs their comparatively slim numbers.

### SEASONAL WORKERS

In addition to out-of-State migrants, there are also seasonal workers in tobacco whose residence is Connecticut but too distant from the farms which employ them. Since such workers must all be provided with temporary housing at their place of work, they may be considered from the housing point of view, as intrastate migrants. Most of the regular or semiregular help is also housed on the farm or plantation and this, of course, reduces the available supply of housing already only too meager.

The recruiting of student and adult labor from southern educational institutions and from other out-of-State sources for the tobacco fields of Connecticut dates back to the spring of 1916. At that time, shortages of local labor for harvesting operations led the Shade Tobacco Growers Association to hire a special agent to canvas outside sources of farm laborers. The undertaking was directed by a man named John Luddy, and the organization which he set up was well financed. It is estimated that about $25,000 was expended for the work which was generally considered a success. The recruiting operations were conducted from the city of Hartford, but agents were stationed in New York, Boston, and in a number of cities in the South. Preliminary contacts and public-relations work including, in the case of the educational institutions in the South, the presentation of the case before student and faculty bodies, preceded the mechanical operations carried through by the local recruiting agents.

About 2,000 workers, practically all unattached male Negroes, were ultimately imported for work in the tobacco harvest. It is estimated that about one-third came from Negro preparatory schools and colleges of the South, a smaller proportion from Boston and the majority, from New York City. Transportation costs were advanced by the association, but later deducted from wages in sufficient amounts not only to repay the advance but also to insure their ability to return to their place of origin after the completion of the harvest.

It is alleged that recruiting was custom-made and on order, and no indiscriminate or blind recruiting characterized the operations. Nor was a surplus of migrant workers brought in. All transportation arrangements including the designation of the time and place of departure, the fixing of the hour and point of arrival, accommodations en route, reception on arrival, and subsequent placement on designated farms were planned in advance. Hired agents usually accompanied the workers on the train or bus to insure their arrival. Student laborers from the South were generally escorted by a member of the faculty of the school from which they came or by an older student who acted in the capacity of an adviser. Although a number of workers deserted en route or after arrival, the operations were deemed generally successful.

### INDIRECT BENEFICIARIES OF MIGRATION

It is the consensus of the agricultural interests of the State that the influx of this migrant labor in the spring of 1916 relieved the labor shortage not only for the shade tobacco growers for whom the plan was designed, but also for the outdoor tobacco growers whose harvesting season partly dovetails with that of the shade growers, and who therefore had access to it after its release at the culmination of the shade tobacco season. Indirect beneficiaries of this movement, it is said, were other types of farming enterprises requiring extra seasonal farm laborers who became more accessible in local sources largely because of the additional supply of migrant workers. This, of course, is not a disinterested view, and leaves the impression that the whole affair was universally satisfactory. It is not unfair to suggest that there is a possibility, although no proof, that the local population usually engaged in farm work during the summer may have been adversely affected in terms of wages and employment opportunities by the influx of the migrants.

The migratory farm-labor movement into Connecticut during the last war produced at least three known questionable or undesirable results: (a) it established a precedent for this influx; (b) it caused an acute housing shortage on the tobacco plantations; and (c) it left an unemployed and partly destitute segment of these migrants as a relief burden on the city of Hartford where many of them settled permanently instead of returning home after the agricultural season. In fact, a substantial portion of the present Negro population in this city is composed of those migrants who did not return home in 1916 and who later brought their families to join them.

### NOW RECRUIT ON INDIVIDUAL BASIS

Today, tobacco growers who employ migrants recruit them on an individual basis rather than through a centrally organized effort as was the case in 1916. This is done usually by writing to a Negro educational institution in the South or to one or more former workers to bring a crew with him at a specified time. Students from Morehouse University in Atlanta, Ga., and high-school boys and teachers from Goldsboro, N. C., are known to come to Connecticut annually for the tobacco harvest. Others arrive from Greenville, S. C. and Raleigh, N. C. and from several other points in these two States and Georgia. Some are known to come from as far south as Texas and as far west as Detroit. A small number of migrants arrive in Connecticut as early as April and May but the majority come in June and early July and remain usually through September.

Whatever mode of transportation the migrants use, the cost of it is borne by them both ways. Growers are not known to send their trucks for these workers. Transportation costs, however, are frequently advanced by them and later deducted from wages in sufficient amounts to include the return as well as the coming journey. Other deductions from wages may be made for food supplied by the grower, the cost of services for a cook, and sometimes for services rendered by a person in charge of keeping the living quarters clean.

A number of growers pay wage bonuses to migrant workers who remain until the end of the season. One planter has been known to pay such a bonus of $10 to each worker. Others hold back part of the wages in order to insure that workers remain until the completion of the harvest. Most of the migrants return to their place of origin at the end of the season. The comparatively few who remain usually seek employment in the larger towns or cities. In 1939 it was reported that 18 Negro migrants found jobs with a sand and gravel company in Hartford after tobacco work was completed.

### WORKING AND LIVING CONDITIONS

One of the reports of the Connecticut department of labor and factory inspection described labor conditions on shade tobacco plantations 10 years ago as follows:

"In 1931 widespread complaints concerning conditions on tobacco plantations led to a thorough investigation of these plantations by the health and labor departments. The conditions which were revealed regarding child labor, health, and morality shocked public opinion. Ten year old boys were found working 55 and 60 hours per week at arduous and exhausting tasks. On the plantations, the boarding houses provided for resident workers, were found to be crowded and unsanitary. The kitchens were dirty and the handling, cooking, and serving of food was carried on without any attempt at cleanliness. Men and women were boarded without any particular attention to proper segregation or supervision."[1]

Appropriate remedial action was impeded by the fact that farm work, including the large-scale industrialized farming practiced on these plantations, was outside the jurisdiction of the labor laws. If improvements were to be initiated, it was necessary either to obtain voluntary agreements on labor standards from the growers or recommend legislation granting regulatory powers to a State administrative agency. Since the latter method presented difficulties and delays, an effort was made to obtain the voluntary cooperation of the growers in a broad constructive program for the elimination of these abuses. Beginning in 1932 and renewed annually since then, agreements were entered into by the Connecticut Department of Labor with about 90 percent of the growers covering employment standards, among which was the provision not to employ children under 14 years of age. The latest agreement drafted in May 1940 at a conference of Connecticut tobacco growers and the State department of labor contained the following employment standards:

1. Child labor:
    - (*a*) Not to employ children under 14 years of age.
    - (*b*) Age certificates for all children of doubtful age. (Through the State board of education, announcement will be made in the schools to the effect that certification of age may be secured by all children between the ages of 14 and 16 years desiring employment on the tobacco fields this summer.)
2. Housing:
    - (*a*) Agreement on certain basic standards for all company and private boarding houses.
        - (1) No overcrowding—adequate privacy.
        - (2) Cleanliness.
        - (3) All windows screened; outside ventilation for every sleeping room.
        - (4) Reasonably adequate beds and bedding.
        - (5) Two exits should be provided for persons sleeping above the second floor.
        - (6) Male and female boarders not to live in same building.
        - (7) Where employees provide own meals, refrigeration should be provided for their supplies.
    - (*b*) In company boarding houses one hearty, cooked meal per day with fresh milk should be made available.
    - (*c*) Registration by a central agent on each plantation, of the name of each employee who boards in the vicinity and of the name and address of his or her boarding house; the registrations to be open to some central authority who will inspect boarding places.

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[1] Report of the State of Connecticut, Department of Labor and Factory Inspection, 1936–38, Hartford, 1939.

3. Field:
    (*a*) Water—should be readily available to both shed and field workers, in covered containers with sanitary bublers or paper cups.
    (*b*) Safety kit—should be kept in every shed where work is going on.
    (*c*) Privies—separate for men and women, marked, provided with locks and toilet paper, kept clean, not too far from work places.

4. Transportation: The excellent regulations regarding transportation should be followed more generally.

5. Administration: On each plantation one man should be designated by the company to see that all labor regulations are carried out, and should be fully advised of any labor regulations adopted by the growers.

### INSPECTION TOUR IN 1940

In August of that year (1940) representatives of the Department of Labor and a representative of the Consumer's League of Massachusetts visited 27 plantations, representing 16 growers to observe to what extent working and living conditions were improved in accordance with the agreement reached in the spring of the year. The following is a summary of their findings:[1]

1. Child labor: Thirteen children 13 years of age and two 12 years were working on plantations visited. On every field but one there were children of doubtful age who had not been asked for certificates. It was evident that the general practice was to request proof of age when children only appeared to be under 14 years of age.

2. Wages: Women generally received $1 for sewing three bundles of leaves. (There are usually 20 to 22 pairs of leaves to a lath and 50 laths constitute a bundle.) The average experienced worker sewed 7 and 8 bundles a day, earning a daily wage of between $2.30 and $2.65. Leaf girls were paid by the day, their wages ranging from $1.75 to $2.25 a day. Older boys, employed mostly at hauling, received from $2 to $2.75 a day. Hourly wages in general averaged about 20 cents an hour. Wages, in some cases, were paid once every 2 weeks.

3. Hours: Usual working hours were 9 or 9½ hours a day and 54 to 57 hours a week. All fields were operating on a full 6-day week.

4. Labor force: About 2,200 men and boys and 1,400 women and girls, the majority white persons, were employed. In addition, there were 260 male Negroes brought from the South for the season.

5. Transportation: The majority of the nonmigrant workers were transported in company or grower-owned and operated trucks to and from the plantation. They were picked up at central points in neighboring towns or cities between 5:45 and 6:30 a. m. and returned late in the afternoon. In most cases no segregation of the sexes were provided in transportation.

6. Working conditions: An improvement was observed in number and condition of privies; however, old failure to provide separate privies for men and women was present and many privies were found at too great a distance from sheds for convenient use. Two plantations had no privies, 9 provided privies for women only and only 10 of the 27 plantations had a privy for each sex. No improvement in drinking facilities was evident. On 9 fields the common dipper was in use, subjecting the workers to danger of infection; 7 fields supplied containers with faucets or unguarded inverted spigots but no drinking cups; and only 6 had containers with faucets and paper cups. First-aid kits were found only on one-half of the plantations. A few of the others offered a dusty, loosely covered, tin box containing exposed cotton and an antiseptic.

7. Living conditions: Twelve company-owned and operated boarding houses and three company-owned private dwellings with boarders were visited by the investigators. It was reported that conditions differed little from those existing in 1938 when they were discovered to be generally poor. There was, however, a noticeable decline in the number of children housed in private dwellings "where in previous years the most shocking conditions were found."

Some boarding houses were for both male and female workers; others, separated the sexes; still others were for boys and/or girls; a few were for Negroes only. In three boarding houses for white males the board ranged from $6.50 to $7 a week for three meals a day and a room usually shared with one or two others. Two houses which boarded both sexes, in one of which were found boys and girls and in the other, adults, charged $1.25 a week for bed and coffee served three times daily. Dry meals and canned foods, seldom a hot meal, were served the young workers. "The inability of these children to get fresh vegetables in the few small stores in the vicinity and to secure refrigeration for milk and meat is still a matter of the gravest concern," reported the investigators.

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[1] Working and Living Conditions on Connecticut Shade Tobacco Plantations, Summer, 1940, Connecticut Department of Labor and Factory Inspection.

Six company boarding houses were for colored males. One, a former C. C. C. camp, by far the most adequate, charged $4 a week for bed and three meals a day. The other five were extremely poor, charged no rent for bed and the men pooled the weekly food costs which ranged from $2.50 to $3.50 per person. Buildings usually were found to be fire traps, crowded, lacking washing and bathing facilities, and containing foul smelling privies. In many cases the bedding provided was worn, dirty, and inadequate.

Much could and should be done to construct improved and additional boarding houses, stated the investigators. To support their contention they pointed to the fact that "in 1938 one company built a large two-story boarding house for white males which serves as an example of what can be done toward a better standard of living on our tobacco plantations. Each of the 38 single rooms contained a single bed, large dresser, and alcove clothes closet. The bedding was clean and adequate. Off each of the two large, comfortably furnished living rooms was a screened porch of almost the same size. There were three exits by stairway and a fire extinguisher on each floor. In the basement were toilets, tiled wash sinks and showers, hot and cold water * * *."

The Department of Labor has concluded time and again that although the voluntary agreements have improved conditions, protective legislation was the most effective way of meeting the issue.

### LABOR SUPPLY SITUATION

In March of this year the farm-labor survey of the Connecticut subcommittee on farm labor conducted a State-wide farm-labor survey on a sample basis for the purpose of canvassing the farm labor demand situation in the coming agricultural season in the light of the heightened industrial-defense production program.[1] A questionnaire was used as an instrument to obtain the data. Three sets of answered questionnaire forms were returned: (a) 464 replies from nontobacco farmers, including dairy, poultry, fruit, and vegetable farmers; (b) 18 shade-tobacco farms representing 9 large corporative growers; and (c) 13 farmers whose major crop was sun-grown (or outdoor-grown) tobacco.[2]

The first group of farmers reported that of the 680 full-time regular farm workers whom they employed in 1940, 239, or slightly over one-third, had left their jobs for work in factories or had been inducted into Army training as a result of the Selective Service Act.[3] These figures lose much of their value as the findings do not reveal the number of lost workers who were replaced. The percentage labor loss is probably somewhat less than one-third, since 119 farmers of the unknown number who had experienced such losses were successful in obtaining replacements, either in whole or in part. To counterbalance the salutary effect of these replacements, however, it was found that about 100 of these regular farm employees, or about 15 percent of the total employed in 1940, were classified with the selective service as class I registrants who are subject to Army call as soon as their numbers are reached.

This group of farmers reported also that they were in need of about 250 regular men at the time of the survey (middle of March) and would use an additional 1,000 seasonal workers later in the season. The latter figure, it was noted, is about 300 seasonal part-time workers less than they employed in 1940. To what extent their reduction in labor requirements is a conscious adaptation to an alleged shrinkage in the available local supply of farm laborers and to what extent it may be explained by error in estimating 1941 needs is, of course, difficult to say without further information.

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[1] Two agricultural groups in the State have currently concerned themselves with the farm-labor shortage problem: The committee on farm labor of the Connecticut Agricultural Defense Council and the subcommittee on farm labor of the State Agricultural Planning Committee. The personnel of the two committees are practically identical and to all intents and purposes can be considered as one.

[2] The method used to conduct the survey left much to be desired from a scientific point of view. No instructions accompanied the questionnaire, and the enumerators, where employed, were not trained. Some of the questionnaires were handled through the mail, while others were filled out by county agents or members of the local farm bureaus who interviewed the informants.

A substantial number of the returns were only partially complete, while others were neither uniform nor consistent. These deficiencies in the data somewhat reduced the value of the findings.

[3] Over 75 percent of the losses found jobs in industry.

Tabulation of the statistical information received from 18 shade-tobacco farms representing 9 large corporative growers shows that in 1940 they employed on 3,800 acres about 250 regular year-round workers and over 5,000 extra seasonal workers between July 15 and September 1. These growers reported that of the 250 regular workers employed that year, they had lost 113 to industry and 35 through the operations of the Selective Service Act, or about 60 percent of this help. In this, as in the former case, no information is available of how much of this loss was replaced. The large majority of the farm laborers employed on these farms, moreover, are seasonal hands, and the major concern of the shade-tobacco growers is, therefore, with the present availability of this type of labor. But this is the question for which the survey provides no answer. The 18 farms, it should be noted, employed on an average about 300 extra seasonal workers per farm in 1940, and together hired from 60 to 70 percent of the total labor employed by all shade-tobacco growers in the Connecticut Valley of the State.

Records secured from 13 farmers whose major crop was sun-grown tobacco show that in 1940 they employed 41 regular farm hands and 115 extra seasonal workers, or, on the average, about 3 regular and 9 seasonal laborers per farm. No information is available showing the seasonal labor losses, and, indeed, could not be ascertained before the commencement of the season; that with respect to regular workers indicated a loss of almost one-third.

While it can be agreed upon that the survey established no conclusive grounds for judging the issue of farm-labor shortage, it does suggest the current existence of a moderate problem—at least as far as the supply of regular farm workers is concerned. No relief to the problem is provided by the survey with regard to the forthcoming seasonal labor supply—the major item of apprehension. It is reasonable to believe that the same forces affecting the regular farm-labor supply will make themselves felt on the seasonal variety of farm laborers. If this proves true, the labor shortage of these workers will be much larger and more acute. Absorption of rural workers into higher-paying and steadier "defense jobs," and the possible compulsion to use inexperienced workers, and hence larger numbers, are the major factors governing this conclusion.

As partial but concrete evidence of a tightened farm-labor market, the Farm Security Administration county supervisor in Hartford County revealed that applications for loans to be used for hiring labor this agricultural season show larger sums requested for this item than last year, largely because they are being estimated on a daily wage basis of $3.50 as compared with $2.50 in 1940. According to the same source, Farm Security Administration clients who in previous years hired out to other farms as activity became slack on their own are being drawn off by the local factories, plants, and mills, probably with defense orders. Public-road construction in the county is also absorbing a number of workers who otherwise would seek farm employment. In addition, it has been observed that a number of farmers have lost their sons and regular farm hands either to defense industries or to the Army through the operation of the Selective Service Act.

## CONNECTICUT AS A DEFENSE-PRODUCTION AREA

The argument advanced in connection with the farm-labor supply problem in Connecticut is that the State has become an arsenal of the national-defense program, and that expansion of its industries has, on the one hand, depleted the supply of local farm workers, and, on the other hand, increased the need for farm labor to meet the larger demands upon farmers for milk, eggs, fruits, vegetables, and other farm products for the swollen numbers of industrial workers now in the State. The heightened activity of industrial defense production and its effect on the social economy of the State is suggested in part by a few of the following indexes.

Among the 146 localities designated by President Roosevelt as "defense areas" where homes may be financed under new liberalized Federal Housing Administration regulations are the following seven cities or regions in Connecticut: Bridgeport, Bristol, Hartford, Meriden, New Britain, New Haven-Ansonia, New London-Groton-Norwich, and Waterbury. Defense orders placed in the State from June 13, 1940, to January 31, 1941, totaled over six hundred million dollars. Almost 40 percent of these orders have been placed in Hartford County, the heart of the tobacco-growing area, and a third in New London County, an important berry, fruit, and vegetable region.

The industrial boom and influx of workers is so extensive as to have reduced housing vacancy in the city of Hartford virtually to zero, and rents are at their highest level. Employment in Hartford County as of April 1 was 164 percent of the accepted normal as of January 1, 1929; man-hours of work were up 156 percent of normal, according to a survey of 82 plants by the Hartford County Manufacturers' Association. The general relief load in Hartford, a source of seasonal farm labor, was about 25 percent less in March 1941 than at the same time a year ago, stated the State welfare commissioner.

### IMPACT OF SHORTAGE ON FARMING

Farm-labor shortages, as they may be reflected in absolute scarcity of workers or in the payment of higher wages, do not usually affect all types of farming enterprises with equal intensity. Their acuteness increases in proportion to the volume of workers required per farm unit. This is especially evident when farms employing large numbers of seasonal workers are concentrated in a comparatively small geographical area. The extraordinarily heavy demand for short-time seasonal farm hands which such agricultural enterprises make on the local labor markets is frequently greater than they could meet.

This situation has been observed even in normal times when the national economy is operating usually below full capacity. The problem becomes aggravated manifold when the country's economic plant has cause to function, as it has today in a period of national defense, at levels approximating full production and employment. In the present period of great industrial activity, shortages of farm workers for seasonal employment are more keenly felt because of the absorption of part-time, casual, and unemployed workers, many with rural background and farm experience, into industry which offers higher wages longer tenure of employment, and generally better working conditions than does agriculture.

In Connecticut, the case under review, the weight of the farm-labor shortage can be expected to fall most heavily and in the first instance upon the shade-tobacco growers. As a group, they are the employers of the largest number of seasonal harvest labor, both on a total and per farm-unit scale. Numerically, their plantations are concentrated in a comparatively small geographic area of the State. At the same time, it must be emphasized, these agricultural interests are in a more favorable position to absorb the impact of the farm-labor shortage than are those engaged in the other types of farming. The shade tobacco and the large outdoor tobacco growers have, for example, much better access to nonlocal labor markets than other farmers. A number of these tobacco growers, in fact, have been importing annually since 1916 Negro labor (mostly preparatory-school and college students) from the South, and indeed, have already made similar preparations for the coming season. Moreover, they are financially competent to out-bid other farmers for the available local labor. Not only are they able to pay higher wages, if necessary, but they can offer greater employment attraction in terms of longer and steadier work and hence higher seasonal earnings. The nontobacco farmers, however, particularly dairymen and fruit and vegetable farmers, less able to absorb the impact of the farm-labor shortage, may be expected to be more keenly disadvantaged in this respect.

### APPRAISAL OF FARM LABOR SUPPLY SITUATION

No conclusive evidence has been marshaled, so far at least as this observer has been able to gather, to demonstrate beyond a doubt that local and nonlocal laborers who in past years had been available for regular and seasonal work on farms in the State as a whole and in the Connecticut River Valley of the State in particular will not be available in sufficient numbers adequate to meet the labor requirements of farm operators for the coming 1941 cropping season. To draw from this observation, however, the conclusion that such an eventuality is unlikely or remote is to place an unwarranted confidence in the ability to predict or measure with any degree of accuracy what the labor supply situation will be in the agricultural season which lies ahead. Lack of complete factual information at this time, and the absence of fine techniques to measure labor shortages before they occur preclude the possibilities of assembling conclusive evidence as a basis for such prediction.

It is to be noted, however, that the farm-labor survey conducted by the Connecticut subcommittee on farm labor did not reveal, as alleged, "That there will be a shortage of at least 2,000 farm workers (in the shade-tobacco harvest) this coming summer" in Hartford County. This estimate is completely divorced from the findings of the survey, having no basis in established fact. It is purely a rough figure based on an arbitrary assumption that one-third of the seasonal farm workers employed in the shade-tobacco harvest in 1940 will probably be unavailable in 1941. With no pretense at scientific accuracy, it has been similarly estimated that out-door tobacco growers in the State will be short about 1,500 harvest laborers, fruit growers, about 1,000 workers, vegetable farmers, about 2,000 workers, and dairy farmers, about 4,000 workers—or a total of about 10,000 seasonal workers. No criticism of these estimates is intended, but it should be understood that the basis of these predictions is extremely tenuous.

It may be stated categorically that difficulties of securing seasonal farm laborers in sufficient numbers and of required experience and skill in the various agricultural regions of Connecticut are already being felt and may be expected to grow in June, July, and August, at the peak of hiring. This is not equivalent to a prediction of an acute labor shortage on the farms and tobacco plantations of Connecticut. A more realistic and objective interpretation of the term "difficulty" as it applies to the growers' efforts to obtain farm labor is that which describes the condition of the farm-labor market in relation to the customary facility experienced by labor-employing farmers in tapping this market in former years. In the past, the supply of farm labor was so abundant that workers came up to the farms seeking jobs. As a result, farmers themselves exerted little or no effort to obtain their farm hands and seasonal harvest workers. The local State employment offices, moreover, had no reason to concern themselves with the farm-labor market, seldom being patronized either by farmers or farm laborers. Today these conditions no longer prevail. The surplus of farm labor is not as large and labor-employing farmers are compelled to go to labor rather than the reverse.

### ACTION TAKEN TO OFFSET LOCAL LABOR SHORTAGES

The State agricultural defense council and its subcommittee on farm labor has been operating on two broad fronts in their efforts to tap sources of farm labor for the coming cropping season: the local-State and the out-of-State labor markets.

At the request of the subcommittee, the State department of education over the commissioner's signature has mailed letters to principals of high and vocational schools, to headmasters of preparatory schools, and to presidents of a number of colleges in Connecticut, requesting them to canvass their student bodies with regard to the question of willingness to work on farms during the coming season. Estimates indicate there are about 40,000 to 50,000 high-school boys over 14 years of age and about 8,000 college boys in the State. Following this preliminary canvass, the State employment service is expected to follow up with a registration effort by providing cards to be filled out by students willing and able to accept such employment. These registration cards are to be collected by the State local employment offices, and a farm-labor registry established. This job was planned to be completed by the end of April.

The subcommittee is counting more heavily on this potential source of seasonal labor than on any other. Most of the nontobacco farmers have indicated their willingness to hire youth labor where adult labor is not available. To tobacco growers, particularly the shade men, the employment of youth labor is not a novelty. They have had long experience with it, and in fact prefer it because it lends itself far better to harvesting operations (picking tobacco leaves under large tents) than adult labor. An investigation conducted in 1917 by the National Child Labor Committee in the shade-tobacco fields of the Connecticut River Valley revealed that two-thirds of the children employed were between 8 and 13 years of age.[1] This proportion has declined materially in the years following. If a serious labor shortage materializes, this season, however, an increase in the employment of children under 14 years of age may be expected.

In addition, the State employment service has agreed to expand generally their farm-placement activities in the State, particularly in such major potential labor reservoirs as Hartford, New Haven, New Britain, and Bristol. It is planned also to examine the potential farm-labor supply among those enrolled in National Youth

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[1] R. Fuller and M. Strong, Child Labor in Massachusetts.

Administration, Work Projects Administration, and rural and nonrural defense training centers for out-of-school youth. The Outdoor Aid Division of the Department of Public Welfare of Hartford also has been canvassed, and has already submitted to tobacco growers a list of 150 of its inmates at Camp Nehantic, Oakdale, Conn., for possible employment in the harvest. The old-age composition of this group, however, reduces the value of this labor source.

In connection with recruiting out-of-State labor, the agricultural defense council, through its subcommittee, has submitted to the Connecticut State Employment Service a list of 37 Negro educational institutions to be forwarded to State employment services in several of the Southern States for the purpose of canvassing the labor supply available among the students of these institutions. Young men between the ages of 17 and 25 will be preferred. It is reported that the National Association for the Advancement of Colored People has endorsed this project.

### HOUSING IN RELATION TO LABOR SHORTAGE

Among other proposals, the State subcommittee on farm labor has recommended that abandoned or otherwise unoccupied Civilian Conservation Corps camps in Connecticut be obtained for the purpose of housing nonlocal workers employed on farms. This proposal, of course, has a direct bearing on the general problem of labor shortages. Particularly, however, it is advanced as a formula for the alleviation of the anticipated labor shortage of those farmers who are least able to absorb its impact. It is precisely the realization of the potential employment-attraction strength of the shade and the large outdoor tobacco farmers that is the governing factor behind the Civilian Conservation Corps camp proposal, at least in the Connecticut River Valley. To the extent, it is reasoned, that the seasonal labor demand of these agricultural tobacco interests could be diverted from the strictly local or even nonlocal intrastate labor markets, the greater the opportunities of other types of farmers to successfully tap the local labor reservoirs the coming season. But a successful and substantial diversion of the seasonal labor demand of the tobacco growers from local to remote labor sources can be achieved only by overcoming the major obstacle standing in the way, namely, the absence of sufficient housing. Housing facilities which tobacco growers at present can offer to out-of-State or other nonlocal farm laborers are extremely limited, and, it can be conceded, without additional accommodations the influx of such labor would be materially curtailed. The use of unoccupied Civilian Conservation Corps camp in the Connecticut Valley is advanced, in the last analyses, as a lever capable of alleviating the farm-labor shortage condition affecting nontobacco farmers by enabling the tobacco farmers to increase their ability to import or to employ imported out-of-State or other nonlocal labor.

### PROBLEM OF HOUSING NONLOCAL WORKERS

If the employment of nonlocal or migratory seasonal farm workers on a larger scale than heretofore becomes necessary this coming season in Conecticut agriculture, as it seems it would, the largest employers of such labor will undoubtedly be the shade-tobacco growers and the large outdoor tobacco farmers. There is ample evidence, both current and historical, to support this prediction. If this is done, and assuming no expansion of housing facilities, their labor shortages will be overcome only at the expense of the housing, health, and living conditions of such workers. Thus, conditions similar to those which developed in the last World War will be repeated. At that time the importation of about 2,000 laborers (practically all Negroes) from New York, Boston, and from the South, created housing and health problems which bordered on a public scandal. Workers were housed in every conceivable shelter, ranging from cellars to tobacco barns.

Today, as in 1916, there are comparatively few tobacco growers who have sufficient and adequate facilities to house any substantial numbers of nonlocal laborers. This deficiency will be aggravated, of course, if greater numbers of nonlocal workers are employed this year than in the past. At present, perhaps a third to one-half of the tobacco growers have houses or shelters which fairly adequately accommodate comparatively small numbers of such workers. No more than 25 percent of the total number of all seasonal workers are usually housed by tobacco growers in dwellings provided by them either directly or through arrangements with persons conducting boarding houses or taking in roomers. It is doubtful whether more than 1 out of 10 of these growers are in a position to provide adequate housing with the facilities at hand, if the total or per plantation ratio of nonlocal seasonal to local seasonal labor is increased materially over 25 percent.

Only a handful of tobacco growers are now prepared to meet such an emergency. Indeed, one of them purchased a few years ago the facilities of an abandoned Civilian Conservation Corps camp accommodating about 200 persons. Last year, this shade tobacco grower housed in this camp about 70 workers, mostly Negro students and single men from the South, using the rest of the facilities for storage and other purposes.

On the other hand, dairy farmers who as a group also employ large numbers of seasonal hands are usually able to house such workers in their own homes because individually they hire only one or two extras at the peak of operations. They could accommodate such workers, however, only if they are white and of a reasonably high moral character. The other types of farming enterprises in the State have had no experience, for the most part, in housing seasonal agricultural workers, and indeed have had no occasion to do so in the past. It is extremely doubtful whether many of them are prepared today to provide housing for nonlocal seasonal labor.

### FARM LABOR SUPPLY IN NEW HAVEN COUNTY

About 25 percent of the State's acreage in truck crops is found in New Haven County. The 11,000 acres devoted to these crops are chiefly in string beans, sweet corn, potatoes, and tomatoes, but the county produces many other varieties of vegetables. Orchard fruits and berries are also grown in this county, but in terms of acreage are less important than truck crops. In addition, this area ranks third in the State in the production of milk. In 1939 the county's 17,000 cows produced almost 106,000,000 pounds of milk, or about 15 percent of the total milk output of the State. Local markets consume the largest bulk of the county's output of vegetables, fruits, and milk.

The major crops requiring seasonal harvest labor in this county are vegetables, strawberries, and orchard fruits. Dairy farms are also in need of extra labor for haying and silo filling. The seasonal labor peak on the county's dairy farms, however, is small in comparison to the seasonal harvest requirements of the above-mentioned crops. It has been estimated that at seasonal peaks there are about 900 extra jobs for varying periods of employment on the farms of the county. Fruit harvesting requires an estimate of 345 workers; vegetables, 235; strawberries, 230; and dairy farms, about 80. There is, however, a moderate degree of dovetailing of the seasons to enable farm workers to be employed on more than one job. Assuming reasonable labor mobility and more effective control of the seasonal labor market, it is possible for fewer than 900 workers to meet the seasonal peak labor requirements of all the farms in the county. The cropping seasons are as follows:

Strawberry picking, June 1–21; haying, June 15–August 1; potato harvesting, July 15–August 15 and September 15–October 15; fruit picking, September 1–October 15; and silo filling, September 15–October 15.

In former years, the problem of securing sufficient numbers of workers to harvest the vegetables, fruits, and berries, and to cut the hay and fill the silos has not been acute. Farmers had experienced occasional difficulties from time to time, but no widespread labor shortage. This year, however, there is a strong feeling among farmers that such an eventuality is imminent in July, August, and September, the height of the cropping season. The planting season seems to have evinced no serious labor supply problem. Defense production in the New Haven area, it is alleged, is absorbing the labor which ordinarily is employed on farms. Analysis of the several factors governing the present situation points to two developments: (a) A moderate contraction in the seasonal labor market, and (b) a more pronounced curtailment of the supply of regular or year-round help.

For many years harvest operations in this country have been performed by large numbers of women and young girls of high-school age who together constituted as much as 50 percent of the extra seasonal labor force. These workers, mostly Polish and Italian women and their native-born children from neighboring towns and cities, are transported by the growers to and from the farms. This type of labor may not be forthcoming as readily as in former years in families where the chief breadwinner has been favored by more lucrative employment, perhaps in a defense industry.

It does not seem likely, however, that any appreciable number of families will find themselves in such favoring circumstances as to reject opportunities for additional earnings especially if they are sought after vigilantly and if wages are made more attractive than in the past. Moreover, with the present intensification of the efforts of local public employment services any losses in the ranks of adult farm labor will be replenished probably in large part by youth labor. The local employment office in the New Haven area, in fact, has anticipated this development and has built up an agricultural labor registry of almost 900 boys 14 years of age and over who expressed a willingness to work on farms.

Defense industries are forbidden by State law to hire boys under 18 years of age, and although some of them will find nonfactory jobs vacated by others, the majority of them will be available for some kind of summer work, including farm employment in many instances. Finally, there is no reason to believe that a substantial number of high-school girls, who in former years represented about 25 percent of the seasonal labor supply, will not be available this season. In short, as far as this region of Connecticut is concerned, a large part of the traditional seasonal farm labor supply probably will be available but only after an intelligent and vigorous effort is made to organize and rationalize the local labor market. This may entail, in this as in other commercial farming regions, the necessity of tapping an increasing number of young workers and the raising of wages to attract the adult farm labor.

The labor supply situation with respect to regular or year-round help, on the other hand, is less encouraging for the farm employers. Experienced farm workers are able to obtain jobs in factories today at much higher wages than those they have been receiving in agriculture. This type of agricultural worker, moreover, usually possesses some skill in handling tools and machinery, is accustomed to long hours at hard work, and has acquired other attributes readily acceptable to industry. It is not difficult to understand that as defense industries step up production and employment, more and more of these professional farm workers will leave the farms for the factories. This movement has already begun and is reflected in the rise of monthly wages by about $10 at various levels. Thus farm hands who only a short time ago were being paid $35, $40, and $45 per month with board and room, are now getting $45, $50, and $55. These wage increases may prove to be more effective as time goes on in stemming migration from the farms to factories especially if the cost of living in defense centers rises sharply.

To counteract the forces which are pulling labor off the farms, there is a renewed emphasis upon the use of machinery wherever possible. There is much evidence that dairy farmers, who as a group employ considerable number of year-round labor and who particularly are being affected by these forces, are resorting to labor-replacing machinery. Sales of milking machines, for example, are showing significant gains in commercial dairy farming regions. In addition, farm-management specialists are urging more careful planning of farm work and recommending adjustments in the farm economy more consistent with the changing farm labor supply situation.

### LITCHFIELD COUNTY

Litchfield is the major dairy farming county in the State. In 1939 its 26,000 cows produced over 161,000,000 pounds of milk or 22 percent of the total output of the State. That year it also had about 2,100 acres in a variety of vegetables, 70 percent of which were in potatoes. The principal labor requirements, however, are on dairy farms, mostly of the year-round type. Seasonal short-time workers are also in demand for haying late in the spring and filling silos in the late summer. It was this category of labor more than the regular farm hands which aroused apprehension of shortages.

In an effort to determine the extent of these feared shortages and to ascertain prospective labor needs the county farm bureau labor commmittee conducted a survey among the labor-employing farmers of the county. Some 2,500 questionnaires were mailed out, but unfortunately only about 165 were returned. The dairy farmers who answered the questionnaire, however, were large entrepreneurs who usually require the bulk of the farm labor in the county.

Of the total number of farmers who answered the question "do you need farm help," about 60 percent replied in the affirmative. Further questioning revealed they were in need of approximately 340 workers at the time of the inquiry (early in April), and of this number, they indicated, about 70 percent were needed for part-time seasonal work. The county farm bureau labor committee interpreted this data as revealing a labor shortage. A closer examination of the results, however, arouses considerable doubt as to the validity of this conclusion.

The phrasing of the question, "do you need farm help," for example, does not reveal the total effective demand for labor but, in many cases, may be taken to mean labor that the informant could use but, for some reason or other, is not able to hire. Moreover, assuming that expression of need was equivalent to ability to hire, the total demand did not apply to the actual time of the inquiry. In fact, those that answered the question "would you hire help now if you could get it," reported a demand for only 81 workers, or less than 25 percent of the number they stated were needed. The large majority of the workers in demand were of the seasonal type. There is also, of course, the other side of the question—the supply factor. There was nothing on the schedule to indicate that the informant had made any effort to recruit labor or what channels he had employed to obtain needed labor. Without this information there is no basis for appraising, even indirectly, the condition of the available supply of farm labor in the county.

About 90 farmers, or slightly more than half of the number who returned the questionnaire, stated that they had lost help to industry and to the draft. Almost three-fifths of them, however, reported they had replaced the help thus lost. The number of workers lost and replaced was not specified and this omission represents a quantitative appraisal of the net loss.

A more recent canvass of the labor supply and demand situation in this county indicates that no serious farm labor shortage may be expected in 1941. The State local employment office has contacted a number of the farmers who in the questionnaire stated they needed labor but found no unusual demand. Many of the farmers had either replaced the labor which they had lost or had been successful in retaining their present help by raising wages. It is significant that in a number of instances farm operators themselves were found to have left their farms for jobs in defense industries and were in the market for labor to take their place. It was reported that such jobs were difficult to fill because of the low wages offered. One county official summed up the situation as follows: "Some of these fellows are going to do their own work now, some are going to improve housing conditions for their regular help with a little raise to boot."

To meet any future labor emergency in this country, several courses have been or are planned to be followed. Schools have been canvassed for possible summer help, and in case of shortages of adult labor youth workers will probably be hired in larger numbers than heretofore. There is also a vigorous movement on the part of dairy farmers to substitute milking and haying machines for hand labor. Farm-management specialists are also urging farmers to adjust their farm economy with the object of minimizing labor needs. Typical of such advice appeared in one of the local farm newspapers:

" 'With farm labor scarce and wages increasing, it is good business this year to reduce labor requirements on farm in every possible way,' says P. L. Putnam, farm management specialist at the University of Connecticut.

"It is more important than ever, he believes, for farmers to provide 6 months of good pasture for dairy animals. 'Let the cows do the work of providing roughage for the summer months,' Mr. Putnam says. 'You don't have to pay them wages.' "[1]

Mr. RILEY. As exhibit 2 I would like to offer for inclusion in the record an analysis of industrial activity and the need for W. P. A. employment in Connecticut, prepared by the Division of Research of the Federal Works Agency.

(The analysis referred to is as follows:)

## EXHIBIT 2.—CONNECTICUT INDUSTRIAL ACTIVITY AND THE NEED FOR WORK PROJECTS ADMINISTRATION EMPLOYMENT, MAY 1941

### REPORT BY FEDERAL WORKS AGENCY, WORK PROJECTS ADMINISTRATION, DIVISION OF RESEARCH

JUNE 20, 1941.

Business in Connecticut was already at a comparatively high level of activity before the defense program was inaugurated. But with the award of some $558,000,000 in prime defense contracts between June 1, 1940, and May 31, 1941, and an unknown but large amount in foreign orders, business activity rose sharply.

In May 1941, Connecticut's level of activity was considerably above 1929 and 1937 peaks, and higher than that of the country as a whole. Manufacturers in

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[1] Litchfield County Farm Bureau News, April 1941.

every part of the State have at least a few direct or indirect defense orders, and in certain centers activity is very great: Hartford (airplane engines, propellers, and firearms), New London (submarine), Bridgeport (airplanes and ammunition), Waterbury (ammunition components), and New Haven (rifles, machine guns, and time bombs). The textile factories of eastern Connecticut and the hat industry in Norwalk and Danbury, however, are less active than other segments of Connecticut industry.

In terms of employment, industrial expansion has meant a net addition of 104,000 nonagricultural workers (an increase of 18.6 percent) between April 1940 and April 1941 besides increased hours for those already at work. Large numbers of workers (estimated locally to be about 10,000 during 1940) have migrated into the State from Massachusetts, Vermont, New Hampshire, Rhode Island, New York, New Jersey, and Pennsylvania. Out-of-State advertisements for labor by employers as well as newspaper and magazine articles telling of favorable employment and training opportunities within the State have encouraged this migration considerably. Many persons, especially women, who previously had not been seeking work, or workers who were seasonably unemployed in rural areas, have secured factory or other employment. In manufacturing industries wage increases are tending to attract an adequate supply of skilled as well as semiskilled and unskilled workers. In spite of these factors tending to enlarge the supply of labor, the number of persons actively seeking work through the State employment service declined by more than 54 percent between May 1940 and May 1941. During the same period, Work Projects Administration employment declined almost 60 percent and employable general relief cases dropped 54 percent to a low point of 2,437 cases during the year ending March 31, 1941.

### PEAK DEMAND IN AUGUST

The Connecticut State Employment Service estimated in February that defense industries might add as many as 50,000 more workers by the end of 1941. However, shortages of materials and new equipment, already developing in some plants, may become so acute as to prevent such a rapid rise. Agricultural labor requirements reach their peak in August, when a total of 12,000 seasonal farm workers will be needed.

Despite the magnitude of anticipated labor needs no general shortage is predicted. There were still 38,873 workers (21,476 men, 17,397 women) actively seeking work through the State employment service at the end of May 1941, while in most active centers there are many out-of-State workers (predominantly unskilled) seeking employment who are not registered with the State employment service. About 60 percent of the registered workers are in the areas of greatest activity, while almost two-thirds of the total are registered in manufacturing occupations.

Adding to the general supply of available workers, many graduates of high schools and colleges will soon be seeking permanent employment while numbers of students will be seeking summer work. In a special registration, almost 3,500 students have expressed a willingness to accept agricultural employment this summer. As a result of material priorities, a few lay-offs, which may well become more serious, have already occurred on nondefense production. Further additions to the labor supply, moreover, may be expected from among those not formerly seeking work, as well as by in-migration of many more workers from other States.

As the supply of skilled and semiskilled workers in very active industries has diminished, reliance has been increasingly placed on upgrading, job dilutions, and in-plant training policies to help solve the skill problem. Skills in textile and other industries are being found adaptable to metal-working occupations. Under the 200-hour defense training program 2,853 persons were in training on May 15. Training activities of the National Youth Administration are expanding. At Winchester Arms in New Haven the Work Projects Administration is developing one of the country's first two in-plant training projects. Although much is being done toward solving the skill problem, efforts must be increased if demands are to be met. Persons formerly passed over should be reconsidered for training.

### MANY WORKS PROJECTS ADMINISTRATION WORKERS GET DEFENSE JOBS

Of the Works Project Administration workers who have left their project jobs during the past year, many are known to have secured defense employment. Over 1,000 have been retrained for defense work. Of the 7,568 workers remaining on Works Project Administration projects in May 1941, it is estimated that 2,935 workers are qualified for employment in defense industries, suitable for vocational training, or assigned to training courses. The remaining Works Projects Administration employees, like many of the employable cases receiving general relief, are at a disadvantage in competing with the other unemployed. As the younger workers have left Work Projects Administration for private employment, the average age (median) of certified Works Project Administration workers has risen to 47 years and the number with minor physical handicaps has become proportionally greater.

Although age restrictions have broken down almost completely for skilled and even for many type of semiskilled workmen, they still apply in the case of unskilled workers for the most part. Moreover, the Work Projects Administration load includes a growing proportion of Negroes and American citizens who are of Italian descent and whose employment opportunities will continue to be restricted while nationality and color remain factors in hiring policy.

So long as other States remain relatively less active, and Connecticut's employment opportunities are more attractive, qualified or trainable migrants will continue to offer keen competition to the local unemployed. Nevertheless, it may be expected that additional Work Projects Administration workers will find opportunities in defense work. Moreover, as qualified workers continue to leave clerical, gas station, laundry, agricultural, and other types of nondefense employment for the better paying defense jobs, Work Projects Administration workers will have an opportunity to replace them. In all, further reductions in Work Projects Administration employment may be expected as the demand for workers continues to increase during 1941.

### SITUATION IN BRIDGEPORT

Bridgeport is an outstanding defense production center. With direct defense contracts (including those in Stratford) totaling more than $142,000,000 on June 1, foreign orders of a substantial amount and "certificates of necessity" (providing for 60-month tax amortization of plant expansion) totaling $5,900,000, industrial activity in Bridgeport is at an all-time high. Activity is particularly great in the production of airplanes and parts, shell casings and brass tubing, guns, ammunition and machine-tools, and in industrial and housing construction.

Manufacturing employment in the Bridgeport metropolitan area increased by about 14,000, or 36 percent, between March 1940 and March 1941. Increased private employment is reflected in the decline of active registrants at the State employment service from 11,963 at the end of May 1940 to 3,835 as of May 31, 1941. The number of employable cases on general relief dropped from 905 in March 1940 to 413 in March 1941. Work Projects Administration employment during the 12 months ending in May 1941 decreased from 1,623 to 777, or 52 percent, primarily as a result of a net movement of men into private employment.

Rising industrial activity has resulted in reemployment not only of Bridgeport residents but also of workers from surrounding towns and villages, some of them commuting as far as 30 or 40 miles. In addition, thousands of workers (principally unskilled), most of whom do not register with the local office of the State employment service, have migrated into the Bridgeport area principally from Pennsylvania, New Jersey, and New York. Many more such workers are expected to migrate into the area to meet the heavy labor demand in defense industries in the next few months. It is estimated that at least 10,000 workers will be added by November 1, 1941. However, the total employment level will not rise proportionately. Lay-offs caused by defense materials shortages and priorities totaling between 300 and 400 workers have already taken place in nondefense plants.

A good proportion of the demand will be for unskilled workers, of which there should be an adequate supply with continued migration and further hiring of unemployed women in jobs which have usually been filled with men. Much of the demand for skilled and semiskilled workers, however, will have to be met through training activities as well as by up-grading and job dilution. On May 15 there were 342 employed workers taking supplementary training courses under the defense-training program. Many other workers are being equipped for production jobs through in-plant training programs. To secure highly skilled workers, however, some defense employers in Bridgeport are offering increased wages to defense workers in other areas.

Many of the 777 workers still employed on Work Projects Administration on May 27, 1941, are at a disadvantage in competition with workers who enter the labor market from outside, many of whom are younger and are already qualified for defense employment. As a group, the Work Projects Administration workers are characterized by a predominance of older workers, lack of skills required in defense industries, and long-term unemployment. Only about one-fourth of all Work Projects Administration workers are below 40 years of age, and of the 598 men, less than one-fifth are under 40. Discrimination against American citizens of certain national and racial groups (Italians, Germans, Negroes) has tended to increase the proportion of these groups among the remaining Work Projects employees. It is estimated, however, that about one-fifth of the Work Projects Administration workers are qualified for employment in defense industries, suitable for vocational training, or are already assigned to vocational training courses.

As the labor market grows tighter, and fewer qualified workers are available among those who have migrated into the area, further relaxation of hiring standards may be expected. However, so long as the influx of workers continues on such a large scale the complete absorption of all Work Projects Administration workers—both men and women—into private employment in this defense area cannot be expected.

### SITUATION IN NEW HAVEN

Direct defense stimulation of industrial activity in New Haven has been less marked than in Bridgeport and Hartford. Between June 1, 1940, and May 31, 1941, New Haven received direct defense contracts totaling only $5,250,000, or 5.3 percent of the value of the 1939 output of manufactures. British orders, however, have been very substantial. Orders for electric cable, cotton comforters, and rubber gloves are largely completed. "Tooling up" is for the most part completed for machine-gun, rifle, time-bomb, and large quantity ammunition orders, and production operations are beginning.

Manufacturing employment in the New Haven metropolitan area increased by 5,500 workers, or 16 percent, between March 1940 and March 1941, chiefly as the result of defense subcontracts and nondefense industrial activity. In addition, many local skilled and semiskilled workers, as well as young men seeking a start in factory employment, have secured work in Bridgeport or Hartford, where higher wages have more than compensated for the extra commuting expense. As a result, at least one important local manufacturer has raised wages twice. Increased employment in New Haven and employment of New Haven workers in other areas is reflected in the 43-percent decline in registrations at the local office of the State employment service during the 12 months ending May 31, 1941.

Defense manufacturers, and those with British orders, are expected to require at least 3,000 workers by November 1, 1941, many of whom will be women. In addition, defense subcontractors and nondefense manufacturing industries will continue to expand employment, and the demand for office workers, construction workers, store clerks, gas-station operators, and other nonmanufacturing workers will grow. As priorities are placed on increasing numbers of manufacturing materials, however, lay-offs may occur in certain types of nondefense production unless facilities can be quickly converted to defense use. Such lay-offs may well be an important factor in slowing up net employment gains.

The supply of local workers available to meet the new demands has been artificially limited to some extent by hiring specifications. Until recently, several important defense plants refused to hire any workers of Italian descent. This restriction has been particularly serious since a very high proportion of those seeking employment in New Haven are Italian. The majority of the 5,957 persons registered with the local office of the State employment service were of Italian descent. Relatively few of these registrants have had recent factory experience, but less than 30 percent are 45 years or older. Housewives are now returning to the labor market in search of jobs, and a considerable number of employed workers are seeking better jobs in trades at which they formerly worked. In-migration of skilled, semiskilled, or trainable workers from other States or areas of Connecticut, which has not occurred as yet, may be expected to become an important source of labor supply if employment opportunities and wages become relatively more attractive.

Increasing reliance is being placed on training programs to increase the supply of skilled workers. Some 130 persons were taking preemployment and refresher courses under the 200-hour defense-training program on May 15. Private in-plant training programs are developing, while at Winchester Arms, the Work Projects Administration is developing one of the first two in-plant training projects in the country.

During the past year many Work Projects Administration workers and employable workers on general relief have secured defense and other employment. Work Projects Administration employment in New Haven City declined from 2,010 workers in May 1940 to 985 in May 1941, while employable general relief cases declined from 628 to 353 between March 1940 and March 1941. About a third of the Work Projects Administration workers in New Haven are listed as qualified for defense employment or vocational training, a substantially higher percentage than in Hartford or Bridgeport. On the other hand, an increasing proportion of the Work Projects Administration workers are disadvantaged in seeking private employment by nationality, age, or minor physical handicaps. Of the 2,672 workers (2,128 men, 544 women) remaining on Work Projects Administration in New Haven County at the end of April, some 39 percent were 50 years or older, while 43 percent of the men were in this age group. A very high percentage of the Work Projects Administration workers are American citizens of Italian descent, while some 222, or 8 percent, are Negro.

With the tempo of New Haven industry increasing month by month and discrimination against Italians relaxing to some extent, it may be expected that many more unemployed workers, including those on Work Projects Administration, will secure private employment. Despite this favorable outlook, the experience of other Connecticut cities, where reemployment has been greater, suggests that unemployment and need in New Haven will by no means disappear during 1941. Moreover, if developing material priorities interfere with the continued production of New Haven's many nondefense products, as seems quite possible, total unemployment may not decline appreciably although defense employment expands rapidly.

### SITUATION IN HARTFORD

At least 7,500 additional workers, mostly men, will be required by November 1, 1941, in the immediate vicinity of Hartford[1] by airplane engine, propeller, machine tool, firearm, and other defense manufacturers. Other workers will be required in the Hartford area for extensive highway improvements, considerable airport, industrial, and housing construction, picking and processing the tobacco crop, and in connection with expanding nondefense industries. During the year ending March 1941, manufacturing employment in the Hartford metropolitan area increased by some 24,000 workers, or 32 percent, under the direct and indirect stimulus of prime defense contracts, which totaled over $250,000,000 by June 1, 1941.

Encouraged by advertisements, newspaper and magazine articles, and even labor scouts telling of high wages, training facilities, and ready employment opportunities, many workers from New Hampshire, Vermont, and Massachusetts have migrated to Hartford in search of jobs, and are continuing to do so. Numerous unemployed workers, or those receiving only seasonal farm income or comparatively low factory wages, have come to Hartford from surrounding towns and villages, from textile areas especially. An increasing number of persons not formerly seeking work (particularly women) are now seeking factory and other employment. Some 7,087 persons (4,029 men, 3,058 women) were actively registered with the State employment service on May 31, and many other workers from out-of-State were seeking employment who were not registered.

That there are still several thousand unemployed workers in such an active area is indicative of the highly selective character of labor demand. For the most part, only skilled and semiskilled men and trainees have secured employment. Unskilled workers, particularly the older ones, Negroes, Italians, Germans, and women are the types of labor least in demand.

To meet the sizable demand for male defense workers during 1941, reliance is being placed not only upon in-migration but also upon vocational training, upgrading, job dilution, and shifts in employment of skilled or semiskilled workers who have been out of their trade for a number of years. Preemployment, refresher, and in-plant training courses are being expanded. On May 15 there were 982 trainees in the 200-hour defense training program in Hartford, while in surrounding towns many more persons were receiving training. The influx of qualified or trainable male workers from other States and areas of Connecticut is expected to continue. When one newspaper article in a Boston paper sends 100 young men hurrying to Hartford, and when the drain of workers from northern and eastern Connecticut continues even after textile manufacturers in these areas have raised wages on two occasions this expectation seems reasonable. This continued increase of the labor supply has enabled most local manufacturers to maintain rigid hiring standards which have limited job opportunities for workers on W. P. A. and on general relief rolls.

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[1] Hartford, East Hartford, and West Hartford.

Many W. P. A. workers have left projects for private employment in both defense and nondefense industries, with the result that W. P. A. employment declined by 58 percent from May 1940 to May 1941. The number of employable general relief cases dropped 65 percent during the year ending March 1941. A high proportion of the remaining 1,331 workers on W. P. A. (910 men, 421 women) in Hartford County on May 27 find it difficult to compete with the skilled, semiskilled, or young male workers who have been attracted to the area by defense opportunities. Over 44 percent of the male W. P. A. workers are 50 years old or older. As in other Connecticut industrial centers, the growing proportion of W. P. A. workers who although American citizens are of Italian and German descent, or the 115 who are Negro, find reemployment exceedingly difficult. Few job opportunities are open to female W. P. A. workers even though 47 percent were less than 40 years old. Despite these handicaps, it is anticipated that additional W. P. A. workers will be found qualified for defense employment or suitable for vocational training.

With discrimination against workers of Italian descent relaxing to some extent, further reemployment of the local unemployed, including those on W. P. A. may be expected. Discrimination in hiring continues, however, against Negroes and workers of German descent. Seasonal farm employment, is being offered to those W. P. A. workers with farm experience, and employment on highway improvement projects and other construction projects will be available for others. But job opportunities for most female W. P. A. workers, as for other women seeking work, will be restricted to openings created by shifts in employment to defense lines. Although further reductions may be expected in the number employed by W. P. A., need for such employment will continue so long as present hiring standards are maintained, and insofar as highway, construction, and seasonal farm employment does not absorb the remaining needy unemployed.

Mr. **Riley**. As exhibit 3 I offer a statement by Mr. Thomas J. Mills, of the unemployment compensation division of the State labor department.

## Exhibit 3.—Interstate Movement of Workers

### REPORT BY THOMAS J. MILLS, DIRECTOR, RESEARCH AND STATISTICS, CONNECTICUT EMPLOYMENT SECURITY DIVISION, CONNECTICUT DEPARTMENT OF LABOR

The Connecticut unemployment compensation division has two principal sources of securing factual information on the extent of the movement of workers from one area to another in connection with employment. The 18 local offices of the employment service in their ordinary operations of registration and placement of unemployed workers secure detailed work histories of each worker seeking employment through them. Since 1935, approximately 600,000 individuals have registered for employment with this service. Examination of the work records of recent registrants reveals the direction of the migration of workers together with the skill levels which they have attained.

Another primary source of information is the claims for unemployment compensation benefits which are filed through local employment offices. Such claims are filed by residents against State unemployment compensation funds of those States in which they were recently employed. Generally, the State of residence and last employment are identical, but where they are not, interstate agreements permit the filing of claims against liable States through the State of residence or agent State. These interstate claims form an excellent source of information on the movement of workers from one State to another. For example, interstate claims filed in other States against Connecticut indicate workers formerly employed here have moved to other States, while an analysis of interstate claims filed in Connecticut against other States shows a movement of workers to this State as well as States from which they have come.

New registrations of five local employment offices were analyzed during the period February 17 through March 29, 1941, to determine the relative volume of workers coming into these areas and the direction of the movement. Location of last permanent employment (1 month or longer in duration) was used as the basis of determining whether the worker had recently moved into the area, and, hence, might be considered as migratory. The five offices are located in the five important defense manufacturing centers of Bridgeport, Hartford, New Haven, New London, and Waterbury. It should be noted that the work registrations afford a more accurate picture of direction and relative volume of worker migration than absolute volume, since local offices do not ordinarily accept work registrations of workers without local addresses. The many migrant workers who are hired directly at the factory gates often have no contact with the service and would not be included among the registrants. With these limitations in mind, the following material may be considered as evidence of the character of the movement of workers toward Connecticut industrial defense areas.

### BRIDGEPORT

During the 6 weeks' survey period, new registrations for employment filed at the Bridgeport office totaled 1,774 and 671, or 37.8 percent of them, were filed by workers last employed in other than the Bridgeport area. Approximately 11 percent, or 73, of the 671 migrant workers were last employed in other Connecticut areas with the probability that many of them had been accustomed to commute from Bridgeport to their employment. The remaining 598 workers were last employed in other States and may be considered as typical of the workers attracted to the area.

As might be expected, the greatest number of the migratory workers, 252, were last employed in the neighboring State of New York, principally in the metropolitan area. Pennsylvania accounted for 183 workers, chiefly from the eastern mining area around Scranton and Wilkes-Barre. Forty-four of the registrants reported their last employment in Massachusetts; 25 were last employed in New Jersey, 22 in New Hampshire, 14 in Maine, 13 in Rhode Island, 9 in Vermont, and 36 in all other States.

Male workers last employed in other States numbered 451, and females 147. Registrations of women were particularly heavy from New York, Pennsylvania, and Massachusetts. All major occupational groups were represented by the migrants, although most of them were either unskilled or semiskilled factory and nonfactory laborers. Semiskilled and unskilled factory labor registrations were filed by 62 men and 49 women, while semiskilled and unskilled nonfactory laborers numbered 155 men and 8 women. In the skilled groups, 41 men and 1 woman were registered for factory work and 25 men in nonfactory work. Registrants in clerical occupations numbered 36 men and 33 women, in personal service 21 men and 18 women, and in sales 16 men and 11 women. Work experience of 61 men and 19 women was so limited that allocation to specific occupational groups was impossible.

Bridgeport is the chief manufacturing center in the State, with a large number of metal-trades industries important to defense located there. Among them are factories producing aircraft, small arms and ammunition, aluminum and magnesium castings, machine tools, brass and copper, valves, gages, and electrical appliances. The area is almost entirely a manufacturing one, and all types of skilled and semiskilled factory workers are in demand.

### HARTFORD

During the same 6-week period 2,273 new registrations for employment were filed at the Hartford local employment office. Of this number, 340, or 15 percent, were filed by persons last employed in other than the Hartford area. Some 29 were last employed in other Connecticut areas, while the remaining 311 were last employed in other States. A total of 199 of the workers from other States were males and 112 females.

The greatest number of workers from other States were from Massachusetts, with 107 reporting their last employment in that State. New registrants from New York numbered 60, from Maine 46, from New Hampshire 29, from Vermont 15, from New Jersey 9, and 8 each from Rhode Island and Pennsylvania. Accordingly, it appears that the bulk of the migration of workers into the Hartford area is from Massachusetts and northern New England, although a substantial number are moving into the area from New York, New Jersey, and Pennsylvania. All other States accounted for 29 new registrants.

The occupational character of the migrant workers is nearly as diverse as that reported in Bridgeport. Registrations for factory employment included in the skilled group 16 males and 3 females, in the semiskilled group 7 males and 17 females, and in the unskilled group 6 males and 3 females. A total of 59 workers were registered for various types of nonmanufacturing employment. Registrations of clerical workers numbered 33, including 9 males and 24 females. Occupations in personal service included 19 males and 22 females. The sales occupations were next in importance with 10 male and 12 female registrations. Sixty-eight registrants, including 53 males, could not be classified in specific occupations on account of limited work experience.

Hartford is both a manufacturing and financial center with numerous insurance companies located in the area. Principal manufacturing plants produce aircraft, firearms, machine tools, electrical appliances, office machinery, and tools.

Careful examination of the registration cards of approximately 100 workers last employed in other States indicates that workers coming into the Hartford area are not the type usually known as migratory. For the most part, they have lived for several years in northern New England, often on farms. Relatively few of them have work experience indicating they they have been accustomed to move from place to place in habitual search of employment.

### NEW HAVEN

New Haven reported a smaller volume of workers migrating into the area than any of the other four defense centers. Defense industry was slow in getting started in this area and did not receive the early publicity which attracted workers to other Connecticut cities. During the survey period, only 79 of the 1,618 new registrations at the New Haven office were filed by workers last employed in other areas. Of this number, 28 were filed by persons last employed in other Connecticut areas. The remaining 51 were last employed in other States, principally in Maine. All registrations of workers last employed in other districts accounted for slightly less than 5 percent of all new registrations.

A total of 31 of the workers last employed in other States were from Maine. Only 6 reported their last employment in New York, and the remainder were scattered among several States. Nearly 60 percent of the out-of-State workers were registered as semiskilled factory laborers.

New Haven is an important manufacturing center with its principal industries producing firearms and ammunition, hardware, shells, machinery, electrical appliances, clothing, and paper boxes.

### NEW LONDON

In the New London area, 548 new registrations were filed during the period, of which 156, or nearly 29 percent, were filed by persons last employed in other areas. Of this number, 41 were last employed in other Connecticut areas and 115 in other States. Eighty-four of the workers last employed in other States were males and 31 females.

Workers last employed in New York numbered 33 including 25 males and 8 females. Massachusetts workers included 15 males and 7 females; Rhode Island, 9 males and 3 females; and a small number were reported from New Jersey, Maine, Vermont, Pennsylvania, and New Hampshire.

Nearly all occupational groups were represented among the new registrants, although manufacturing experience was the principal one. Some 39 workers were registered for factory work including 24 skilled, 9 semiskilled, and 6 unskilled. Nonmanufacturing workers included 9 skilled, 12 semiskilled, and 8 unskilled. Ten persons were registered for sales occupations, 13 for personal service, and 8 for clerical work.

The demand for workers in the New London area in the metal trades is principally for skilled boat builders. Other important industries include textiles, apparel, and machinery companies. There is a large volume of construction in the area on both public and private building projects.

### WATERBURY

During the 6-week survey period, 1,152 new registrations were filed at the Waterbury office. Of this number 296, or nearly 26 percent, were filed by workers last employed in other areas including 211 filed by persons last employed in other States than Connecticut. Registrations of persons last employed in New York State numbered 94, including 63 males. Next in importance was Pennsylvania with 37 new registrants including 32 males. A total of 27 was reported from Massachusetts, 19 from Maine, 6 from New Jersey, 5 from Vermont, 4 from New Hampshire, 3 from Rhode Island, and 16 from all other States.

Eighty-eight of these new registrations were in manufacturing occupations, including 9 skilled workers and 16 semiskilled. Nonmanufacturing occupations included 14 skilled, 9 semiskilled, and 37 unskilled. The other large occupational group included clerical workers with 23 registrations, of which 18 were for females.

Waterbury is the center of the brass and copper goods industry in Connecticut, and the principal demand for workers is from this source. Semiskilled and unskilled factory workers are in demand. The machine-tool industry is important with a demand for skilled craftsmen. Machine operators are in demand by the local rubber factories.

## SUMMARY

New registrations filed at five Connecticut local employment offices during the period February 17 through March 29 numbered 7,365, of which number 1,542, or 21 percent, represented workers last employed in other areas.

Among those last employed in other States were 917 males and 369 females for a total of 1,286, or 83 percent of all workers last employed in other areas. Workers last employed in New York State accounted for 35 percent of the out-of-State workers and were the most numerous group in Bridgeport, New London, and Waterbury. Pennsylvania workers were 18 percent of all out-of-State registrants and were reported in greatest numbers in Bridgeport and Waterbury. Massachusetts was the last place of employment of 15 percent of the interstate workers, constituting the largest group in Hartford. Maine accounted for 9 percent of the out-of-State workers; New Hampshire for 4 percent; New Jersey, 4 percent; Rhode Island and Vermont, each 3 percent; and all other States, 9 percent.

While the greatest demand for workers by Connecticut defense industries is for skilled metal tradesmen, relatively few of the out-of-State workers possessed these skills. The largest occupational group represented by the out-of-State migrants was unskilled nonfactory labor, which was 13 percent of the total. Semiskilled factory workers were 12 percent of the registrants; clerical workers, 11 percent; unskilled factory, 9 percent; semiskilled nonfactory, 8 percent; personal service, 8 percent; and skilled factory, only 7 percent. More than 12 percent of these workers could not be assigned to specific occupations on account of limited experience or abilities.

## UNEMPLOYMENT COMPENSATION BENEFITS

Unemployment compensation benefit claims filed in Connecticut against other States and those filed in other States against Connecticut were analyzed in an effort to secure further information on the movement of workers. Unfortunately the analysis of benefit payments for 1940 proved inconclusive; principally, it is believed, for the reason that the unemployment compensation laws of nearby States are not comparable. For example, 73.4 percent of the interstate compensable claims paid by Connecticut in 1940 were filed in the States of New York, Massachusetts, New Jersey, and Pennsylvania. Compensable claims filed in Connecticut and paid by these same States accounted for 74.8 percent of all Connecticut agent State compensable claims. Noncomparability of State laws is demonstrated by the Connecticut law allowing claims for partial benefits, while only Massachusetts, which began such payments in October, of the four selected States paid partial benefits in 1940. It seems apparent that similar provisions in the State unemployment compensation laws allowing the payment of partial benefits would have resulted in a sharp increase in the interstate claims filed in Connecticut against other States. Partial benefit payments accounted for 12.9 percent of all Connecticut payments in 1940.

Excluding data for the States of New York, Massachusetts, New Jersey, and Pennsylvania reduces the material to such an extent that few valid conclusions can be drawn. However, it may be noted that more interstate compensable claims were received from Florida against Connecticut than from any other State, excepting New York, Massachusetts, Rhode Island, and New Jersey. With 32,387 interstate benefit payments issued by Connecticut in 1940, 1,325 went to persons filing in Florida. Benefit payments on account of claims from California numbered 967, or more than to Maine, New Hampshire, or Vermont.

As the result of interstate benefit claims filed in Connecticut, 28,740 payments were issued by other States in 1940. The payments included 12,079 by New York, 7,167 by Massachusetts, 3,001 by Rhode Island, 1,389 by New Jersey, 868 by Pennsylvania, 826 by Maine, 671 by California, 359 by Vermont, 357 by New Hampshire, 296 by Florida, and 1,727 by all other States. These claims are indicative of the States from which workers came to Connecticut in 1940. While more interstate claims were filed against Connecticut than were filed in Connecticut against other States, this circumstance should not be considered conclusive evidence of a net migration out of the State. Differences in State eligibility requirements, commuting to employment across State lines, relative length of unemployment in different States, and efficiency in processing interstate benefit payments are all factors influencing the numbers of claims.

Mr. Riley. As exhibit 4, I offer a statement presented to the committee by Dr. Allen F. Jackson and prepared by Mr. Charles E. Enson, entitled "Impact of National-Defense Program on the Hartford Negro."

(The statement referred to above is as follows:)

## Exhibit 4.—Impact of National Defense Program on the Hartford Negro

### REPORT BY CHARLES E. EASON

Sharing the spotlight of the national defense program is the city of Hartford, Conn., a city with a normal population of 166,329 inhabitants, and with a total over-all population of 248,178 (preliminary figures, 1940 census, including towns of Windsor, Wethersfield, West Hartford, East Hartford, Bloomfield, and Newington.)

Of this figure about 8,500 are Negroes. According to figures of the local manufacturers' association, the population has increased by some 35,000 since the completion of the census. This increase has been due to the sudden rise in employment opportunities due to industrial programs for defense. Hartford is one of the largest munition centers in the East. It ranks thirteenth in the Nation in volume of defense contracts, with an employment increase to a total of 174 percent of the 1929 employment.

Large-scale migration has begun toward Hartford, with new job hunters arriving hourly by every means of transportation. As a result, conditions comparable to those faced by the "Oakies" in California have been created here.

### COMMUNITY DISORGANIZATION

Community facilities have been greatly strained and the result is disorganization and dislocation. Standards of health and decency have been threatened. The community pattern of life appears scrapped. Families and racial groups have been shunted to a standard of life below that of the premodern era.

Into this chaos has been swept the Negro.

Despite training and experience he has been denied, because of color, his share in the opportunities afforded other citizens, except in a menial capacity. This fact is puzzling in face of the cry, "national defense for the preservation of democracy." On the other hand, the Negro is being asked and is proud to take up arms to defend this same democracy which denies him the right to earn a living in a manner equal to his white neighbors.

Negroes in Hartford have made every effort to secure a share of work in the defense plants. Their applications have been brushed aside ruthlessly with the excuse, "I'm sorry, my white employees will not work with you." This answer, given so seriously by the employers, is simply a misstatement. Here in Hartford, Negroes and whites have lived side by side for years. They have gone through elementary and high school, and even college, together; they have played together in the streets and on athletic teams, where team work was essential for victory, and yet, when it comes to the defense of the country which gave them their social heritage, they cannot work together. Is it the boom and high wages? Perhaps so. For evertainly during the dark days of depression, and on into the boom era, Negroes and whites worked side by side on Work Projects Administration and at equal salaries.

In one instance a group of boys, white and colored, had lived and played together, attended school together, and loafed together several years because of lack of work. Hearing of the opportunities to get work, and being residents of the city of Hartford, they went to the employment office of Pratt & Whitney Aircraft. The white boys were hired. The Negro boys were turned away.

They were told, "You can't work together peacefully." The white boys pleaded for their Negro companions but in vain. They were aware for the first time of the fact that in this democracy not all the citizens were on an equal footing.

### TRAINING SCHOOLS NEGLECT NEGRO

In the training schools established for the purpose of education for jobs the Negro has been shunned. One Negro who ranked high in the class was approached by his instructor and asked if he did not think he was wasting his time, since there would be no chance for his employment in the defense industry when he completed the course. The Negro, still believing in the all-inclusiveness of our democracy, completed the course. Today he is still unemployed. These instances can be multiplied many times.

Since we know that in some other sections of the country Negroes and whites are working side by side and in perfect harmony, it is obvious that the refusal to employ Negroes in the skilled and better jobs is an attitude of the employer alone. The local Young Women's Christian Association gives us a good example of how thin the excuse of the employer is, accepting, for the moment, his statement as true. The Young Women's Christian Association employed a number of Negro girls to work in its foods department. The white workers, hearing of the plan, announced that they would not work with the Negro girls. They were advised of the day the Negro girls were reporting to work and given the opportunity to resign their jobs in advance. The Negro girls came, the white girls stayed, and the work runs smoothly on. The police department runs smoothly, too, despite the appointment of a Negro policeman some time ago. Negroes and whites will work side by side when permitted by employers. This has been demonstrated by the local labor groups.

How can the problem of discrimination be most effectively dealt with? In protecting the citizens, who in turn are preparing to protect the Nation, the Government could, in letting defense contracts, control the evil by writing in the contracts a clause making mandatory the employment of qualified and available Negroes. It would then not be left to the prejudices of a few employers or a group of workers to say who shall work, or how they shall work, to build American defense.

### HOUSING SHORTAGE

The migration to this area has created a housing shortage unheard of in the city's history. One year ago the city had a vacancy rate of 1.6. The vacancies were at that time to be found only in the higher rental brackets. In the lower brackets there were no vacancies. Today we are overcrowded to the extent that health and morals are being seriously affected. Here again the Negro suffers most.

Limited to a given area, the Negro has been unable to move or to meet the demands made on him by unscrupulous landlords. Denied the right to employment at an earnings rate commensurate with the rising costs of living, the Negro has had to resort to unsatisfactory methods of securing funds for even a minimum subsistence. The subletting of rooms, to the extent that the family unit becomes disintegrated, has been a necessity, Reports of overcrowdedness are many, and they seem unbelievable. Yet such conditions do exist.

The housing shortage has been further affected by the demolition of a vast area of residences for the purpose of building a Federal low-cost housing project. Rehousing of the families of that area has been practically impossible and the problem has contributed much to the condition of delinquency in the area.

In projects that are completed for occupancy, the Negro is again being kicked about. Here again, inability to obtain employment of a secure nature has affected his status. Below-minimum wages, insecure jobs, and political manipulations deprive the Negro of the benefits supplied by his Government for its citizenry.

### EXAMPLES OF OVERCROWDING

The number of families living in overcrowded homes is great. Here are a few examples: The M family consists of 11 people (2 families forced to double up), 4 of whom are minors. They occupy a four-room apartment. This family is reported as able to pay for a suitable apartment but cannot find a place.

The S family consists of 12 persons. They were forced to move from a seven-room apartment because the building was to be torn down to make room for the Federal project houses. They share a three-room apartment. They are not eligible for a project home because of combined incomes in the family. They are unable to move because there are no vacancies.

A family of four recently moved from the area of the project houses and was reported to have been arrested when they were found to be living in a truck parked in the city streets. They were forced to accept this temporary condition because no apartments were available.

In one home, it is reported, men are paying $1 per night for the privilege of sitting up in the living room. Reports of the use of hallways for sleeping quarters by families evicted from their homes in face of the rent increases are frequently heard.

A few blocks away stands Nelton Court, a housing project recently completed. This is the Negro area, but Negro families have not been allowed to move into the houses to any appreciable extent. The Housing Authority does not want to go over a limit called "ratio." Despite acute human suffering, this theoretical "ratio" is being rigidly adhered to.

These conditions, backed by the prejudices of the few, can but militate against the health and morals not only of those immediately affected but of the whole community. The necessity of making children sleep in the rooms with their parents and other adults constitutes a threat to moral standards. The rapid rise in juvenile delinquency cases is but a reflection of the inner life of the community.

### PROSTITUTION

Prostitution and other forms of vice have kept a steady pace with population gains. Prostitutes and racketeers sponsoring this evil have always followed men and money, and Hartford has not been ignored. The local police, in conference with the health officers, recently stated that there had been no increase in vice as a result of the industrial boom. This statement was made on the basis of comparative figures of arrest. One has but to journey through the streets of certain areas to prove the contrary. Women walking the streets are being molested constantly by men. They feel unsafe without proper escorts.

White men are constantly coming into the area to seek Negro women companions. White women are setting up in the Negro area to consort with Negro men. They are not residents of this city. Rather, they have come to gather their share of the spoils. If arrests were made, with severe penalties following, instead of the suspended sentence method so generously used, the problem of prostitution and vice would be controlled. We need only to review the files of the local police department for an idea of the atrocious conditions.

### HEALTH STANDARDS

No people can live and enjoy health, so vitally necessary to defense, under conditions obtaining now in Hartford. The health department reports a 69-percent increase in venereal-disease cases for the period ended March 31—a figure that scarcely bears out the report of the police and health departments, relative to the increase of vice and prostitution.

Our efforts to wipe out tuberculosis and other communicable diseases will be in vain unless some program to promote better standards of living is presented and effected.

If the figures for venereal-disease cases were broken down into racial groups, the Negro would, no doubt, be at the top of the scale. The same applies to tuberculosis. The Negro is already the leading victim of that now curable disease; not because of inherent racial traits, but because of the standards of life in terms of housing and nutrition, which he is forced to accept. Tuberculosis has no respect for persons or social position. It attacks all alike. But certainly it makes its greatest gains on those of lower economic levels. If our community programs are to wipe out the dreaded disease, then provision for adequate living conditions must be made for the Negro as well as all others.

Says Dr. Burgdorf, city health officer, "We are building up a condition that may explode into a conflagration." Hartford is at the point of conflagration.

### MIGRATION OF TOBACCO WORKERS

Adding to the problems created by the influx of migratory defense workers is the problem of migratory tobacco workers. This problem, arising yearly, has come to be as acute as any. From the South come hundreds of Negro workers yearly to secure work on tobacco plantations. Efforts to eliminate the problem by the use of the local labor reserve have been ignored by the tobacco growers. The conditions under which these workers must live are deplorable. The inadequacy of sanitation facilities constitutes a menace to health. Housing facilities are unfit for human habitation. Lack of privacy adds to other deplorable conditions. Visitors are not permitted on the plantations lest they report their findings.

Tobacco growers and plantation owners will argue that they bring only boys from the southern colleges who return to the South in the fall. For every college boy who comes for this work, 75 or more men and women are imported. Since the work is seasonal and since the earnings are small, those not of the college group are left stranded and flock to the nearest large city, where they eventually become public responsibilities. Their care must be assumed by the tax-paying public, of which the tobacco growers and plantation owners are not a part.

### ITEMS FOR CIVIC PLANNING

Said Norman D. Bertolette, president of the chamber of commerce, before a meeting of leaders in the Hartford achievement campaign on June 11, 1941, "Hartford faces an unprecedented growth, already upon us, which will demand the expansion of every business and civic endeavor along stable lines if the population is to be permanent and an asset to the community."

Hartford is not unlike other cities. In its program for growth and expansion along stable lines, it must consider all its population, both black and white. Social and economic problems are not black and white, and cannot be dealt with as such. In its planning, it must insist that its industries employ all persons so qualified. It must provide housing facilities and expand areas of residence for its inhabitants. Adequate police protection for control and prevention of vice must be afforded. As for the evils resulting from the employment methods of the tobacco growers, the importation of cheap labor should be discouraged through legislative enactment. Demolition of the huts now used for living quarters for the workers should be forced, and mobile living quarters, with sanitary facilities, substituted.

The achievement campaign committee cannot successfully plan a program of social betterment for its citizens without having knowledge, through adequate representation of the citizens, so that planning and functioning will be for the good of the entire community.

Hartford, rich in tradition and culture, faces a challenge not unlike the challenge of any other community faced with the problem of rapid expansion.

Mr. RILEY. I offer as exhibit 5 a statement of the impact of the national-defense program on the city of New London and vicinity, prepared by Dr. Florence M. Warner, of Connecticut College.

(The statement referred to appears below:)

## EXHIBIT 5.—IMPACT OF DEFENSE ACTIVITIES ON NEW LONDON AREA

### REPORT BY DR. FLORENCE M. WARNER, HEAD OF DEPARTMENT OF ECONOMICS AND SOCIOLOGY, CONNECTICUT COLLEGE

### RECREATION

A general impression gained while making this survey is that the problems of recreation created by defense activities and employment in New London concern the service men much more than they do the workers in defense industries, such as the Electric Boat Co. Different people consulted emphasized this fact, indicating, although without statistical proof, their belief that on the whole the defense workers were more likely to be married and therefore less inclined to seek and not as greatly in need of recreational activities outside their working hours.

On the other hand, the recreational needs of the members of the families of the defense workers will exert a pressure on the recreational facilities of both New London and Groton. Unfortunately, time did not permit a check-up on this aspect of the situation, but it should be kept in mind, even though one can insist that the more obvious and pressing problems are concerned with the service man rather than the defense worker.

### COMMERCIAL RECREATION

Time did not permit a complete examination of this form of recreation.

A conversation with the manager of one of our local movie theaters who claimed that his statements applied to all four theaters as well as to his own indicated that there has been no appreciable effect upon attendance at the movies due to a stepping up of defense work and an increase in the number of men in the different services. The managers expected the contrary to be true but have been bitterly disappointed. Attendance and receipts at the local theaters, as well as those in other parts of the country, have been on the down grade, and have continued in that direction in recent months. A few more service men than ordinarily have probably come to the theaters, but on the whole service men have steered clear of the movie houses. This particular manager pointed out that the submarine base has a theater of its own capable of seating 600 to 700 men, equipped with the latest in movie facilities, and has shown some pictures before they have appeared in local theaters. Therefore, those men are not inclined to go to movies when they are on leave and in search of recreation away from the base.

The proprietor of one of the local bowling alleys indicated that thus far there has been no great increase in his business. He anticipates, however, that after the summer is over he will be unable to take care of all of his patrons, expecting to get more of the trade of the service men than in the past. What he based such a prediction on I was unable to determine.

It seems that local restaurants where drinking and dancing are permitted are reaping a harvest, for it is to these places that men on leave go in search of a good time, whatever it may include. One of the places which is known wherever service men gather is a favorite spot with most service men in this area. While the proprietor and his employees apparently attempt to run an orderly business and have the best orchestra and dance floor in New London, and have an officer or two always on hand, and frequent calls from the policewoman, it has not been found possible to prevent it from becoming a place for pick-ups. Delinquency among girls may not occur there, but it has its beginning in meetings with men there. Other restaurants cater to service men and civilians, and in varying degrees present problems of supervision of girls with respect to drinking by minors, and casual prostitution.

Time did not permit a checkup of the pool rooms. Nor could the volume of gambling be estimated. It is interesting to note that one religious organization is conducting an outdoor bingo game to raise money for a center for service men.

### NONCOMMERCIAL RECREATION

Various semireligious organizations have adapted their program to the problem of recreation, particularly for the service men. At the Young Women's Christian Association an extensive program of dances has been initiated and will be continued. For the past 3 months, but now suspended temporarily, a class in social dancing lessons conducted by Eleanor Priest, of Connecticut College, has been held. About 25 men attended. Since the end of March a dance has been held every Saturday evening for men of the services, both naval and army, with an average of 55 men in attendance.

Miss Locke, the general secretary of the Young Women's Christian Association, reported that these men have been partially successful in overcoming the attitude of suspicion toward men in uniform and are now able to call for and upon the girls whom they met at the Y in their homes. As this favorable impression of the service men spreads the Y hopes to increase the attendance at its dances. Twice a month on Wednesday evenings a dance is put on for the enlisted men at Fort Wright by the service club at the fort. Up to this year such dances were held at the fort, but this year they were transferred to the Y. For the noncommissioned men at Fort Wright dances are held twice a month on Tuesday evenings at the fort. Since the end of March the Y has had an open house on Sunday afternoons with 30 to 35 men as an average attendance.

A girl's club looks after these Sunday affairs and has a program which includes picnics and such games as horseshoes, badminton, deck tennis, and social dancing. When a picnic is not planned, refreshments are served. In addition this group has planned to have special social events during the week, such as spaghetti suppers, for the service men. The Navy Wives' Club of the Young Women's Christian Association has had two theatrical performances at the base followed by dancing during the past year. While dancing seems to have been the major form of recreation attempted by the Y a small drama group composed of 10 men and a few girls also was formed.

The Y is planning to run a ping-pong and checker tournament and hopes to set up some form of activity with craft work in the fall if there is enough demand for such an activity. Finally a plan has recently been projected for some form of cooperative program of recreation with the American Legion but nothing definite has yet been decided upon and it is not clear just what will be attempted.

### YOUNG MEN'S CHRISTIAN ASSOCIATION PROGRAM

At the Young Men's Christian Association there has been a considerable expansion of its work with the service men also. The use of showers, a crying need in New London for service men on leave, and of the swimming pool has increased considerably. Since January of 1940 the number of lockers used by service men has jumped from 247 to 410. The use of the swimming pool by transients is also on the increase although no definite figures on this score were available. For the past 4 Saturday nights a dance has been held with the number of couples in attendance ranging from a minimum of 30 to a maximum of 50. A directress has been employed to take care of obtaining girls for the men. Such girls are enlisted in a hostess club, which has named itself the Y-Anna Club. As the supply of girls is increased the number of couples at the dances will grow, it is expected. The Young Men's Christian Association keeps its facilities free on Saturday evenings for just this purpose and plans to carry on this plan as long as the need for it continues. On Sunday afternoons there is open house with music in the lobby from 5 to 6 o'clock and free refreshments from 6 to 7:30 o'clock. Games of various sorts are played. Wives of men belonging to clubs at the Y and to church groups are hostesses on these occasions. On the average some 45 men have attended. The Y has thrown open its billiard and pool tables, its lobby games, showers, swimming, and bowling facilities to service men only on Sundays but thus far there has been no great demand for these things. Bowling is too expensive for most service men. Because of the fact that the gym at the sub base has had to be taken over for sleeping accommodations, the Y gym has been used as the base of operations for some 20 boxers from the base.

### KNIGHTS OF COLUMBUS

The Knights of Columbus have set up a program for the service men and is hoping to have a real center of activities for them. Weekly dances are held in cooperation with the girls of the Crowley Club of St. Mary's Church but here again the problem of the unfavorable attitude toward men in uniform has been a handicap in securing the attendance of girls. Social dancing lessons and card parties have been sponsored since the 1st of May. When the money has been raised the Knights of Columbus is hoping to put on a summer program of athletic activities for the service men.

They plan to hold an elimination boxing tournament among the service men on a strictly amateur basis and to sponsor a soft-ball league composed of teams of service men. A library is now being collected by donations from interested persons. This group found as the result of a questionnaire submitted to the men that the prevailing opinion among the service men is that New London is an unsociable and cold town and that to be in a uniform is to cut oneself off from all normal life with civilians in the community. Many men indicated a desire to play golf and ride horseback.

### SALVATION ARMY

The Salvation Army has secured a large building which is being renovated for use for the service men. They plan to open it within the next two weeks, and it will be in charge of Captain Brown, who has taken the special United Service Organization training course for recreation workers with service men.

Commander Donaho of the United States Coast Guard at Fort Trumbull deplores the treatment of men in uniform here in New London. He believes that there is too much discrimination, and that there is need to educate the citizens to the knowledge that most of the men in uniform are respectable. There are recreational facilities at the base for the men. These include pool tables, tennis, bowling, and many other games.

There is a well-edeveloped program for recreation both at the United States submarine base and at the Electric Boat Co. At the Electric Boat Co. the entire program is in the hands of the men, and they have all sorts of athletic teams and programs. It is the understanding of the management of the Electric Boat Co. that the National Labor Relations Board frowns upon any attempt on the part of the management to promote recreational and welfare programs.

Time did not permit inquiry into the program of public recreation as it has been affected by defense. However, I have heard nothing of such a program and with the man who has usually directed the summer program now in service I doubt that our public agencies are going to do much in this area. I did find out that some of the service men's wives have been using the New London Library and that it has experienced such a demand for technical books on the part of students from the Diesel Engine School at the base that it has secured money from the Palmer fund for a special section of technical books. Under the auspices of the Connecticut Public Library Committee the Works Project Administration has supplied Fort Terry, Fort Wright, and other centers with reading material.

### DELINQUENCY AND CRIME

Captain Courtenay, chief of police of New London, does not believe that the defense program has increased the rate of crime to any great extent here in New London. While the statistics of arrests show that there have been greater numbers this year that for the corresponding months of last year, it is due to the fact that a concerted drive has been made to enforce traffic regulations, and the increase can be accounted for by this fact. He says that the sailors who need attention are turned over to the shore patrol and are not booked. The United States submarine base has had patrol service since last March; and the Coast Guard has had patrol service for about 1 month. The captain said that there had not been a noticeable increase in numbers of men on the streets and no real problem in policing had been observed.

Judge McGarry of the police court in New London said that while there had been a slight increase in juvenile delinquency, it could not fairly be laid at the door of the defense program.

Mrs. Noonan, the policewoman, has been very active in attempting to handle the vice problem insofar as it affects girls and young women. She sends them home when she finds them in questionable places. It is her opinion that her problem has increased about 50 percent in the past year. Unquestionably, there is grave danger that the moral problem may be accentuated sharply if there are not provided better recreation facilities here in New London. Now, the sailors have only taverns and eating places in which to spend their spare time. While there is a genuine and sincere attempt on the part of the management to prevent all immorality, it is clear that there is a good deal of dating of young girls by men in uniforms, generally of the Navy.

The State farm for women has reported the number of women committed for the past 5 years, and this fiscal year has no larger number than the average for the past 5-year period. On the other hand, the correctional school for girls reports that there are more girls coming to them from the New London area.

### GOVERNMENTAL AGENCIES

*United States Army.*—There are 3,000 men in the Army camps at forts on the islands off New London. These men come by boat to New London to take the train and also for recreation outside the camps. While there are men with families in the Regular Army, there has been no increase in the number during the past few months.

*United States submarine base, Groton.*—Two thousand five hundred men are stationed here. Most of these men are married, and there is a very serious housing problem. The Government has erected 100 housing units which are now occupied, 100 additional units are being constructed, and 100 additional units will be added later. These houses are restricted to families where there are children. The rentals vary from $15 to $35 a month, and the men must pay for utilities.

The number of civilian employees has increased from about 150 to 250 and most of these men are married.

*United States Coast Guard, New London.*—Fort Trumbull, New London: The commanding officer reports a personnel of 695 men at the New London base, the training school, and the maritime school, whereas they had 400 in 1940. Of these, 25 to 40 percent are married and have to seek quarters in the city or thereabouts, food being furnished to the men at the base. Quarters are furnished all single men on the reservation and on a service ship.

United States Coast Guard Academy, New London: This is the officers' training school. While the numbers have been increased during the past year, there is no problem since all of the men are adequately cared for at the academy.

### INDUSTRIES CONCERNED WITH DEFENSE ACTIVITIES

*The Electric Boat Co., Groton.*—The Electric Boat Co. of Groton builds submarines for the Government. During the past 8 months they have added 2,700 men to their pay roll, and there will probably be 1,500 additional men added to the staff. Mr. Robinson, the general manager, reports that approximately 55 to 58 percent of the men are married. They lose skilled married men because of the housing shortage. He also reported that rents were being raised. There are 200 families in the new Government housing adjacent to the shipyards, and it is expected that 100 additional houses will be built by the Government. Also, there have been dormitories erected to care for 500 single men. Mr. Robinson reported that they have 2,000 people under training now, who had had no previous shipyard experience. He said that they had to take these men and train them, because many of the married, experienced men were not available because of the housing shortage.

Mr. Robinson stated that they have health examination for their apprentices, and also have a hospital for accident cases. They also have accident and health insurance for the men, and they are working on a hospital plan that will cover the families as well.

A representative of a concern in New London which is doing some defense work said that he did not wish to be quoted, but that his firm had increased its pay roll 80 to 100 percent. Most of the workers are local residents, and therefore, he knows of no housing problem. He feels a shortage of skilled workers, and said that if they could get them at reasonable wages they might expand the plant.

*Federal-State Employment Office, New London.*—Workers are registering for two types of jobs: (1) for regular openings, and (2) for better jobs. There has been no decrease in the number of registrants in spite of the fact that placements are continuously increasing. Placements have jumped from an average of 225 per month in 1940 to 615 in April and 585 in May of this year. Most of these placements are for men, and about 50 percent come from the neighboring States.

*Chamber of Commerce, New London.*—They have no figures available as to the additional number of people who have been brought here in any one industry, or collectively.

*New London Post Office.*—It has been necessary to add two new men and to add auxiliary service equal to two additional men. In addition two 6-hour routes have been increased to 8-hour routes.

*Norwich.*—Skilled workers are leaving the textile mills to work in defense industries, thereby making it impossible for textile orders to be filled, and many of them are for defense purposes.

The report of the commissioner of public welfare of the State shows the percent of population receiving public assistance in March for—

| | 1940 | 1941 | | 1940 | 1941 |
|---|---|---|---|---|---|
| Norwich | 11.5 | 7.5 | Groton | 5.4 | 47. |
| New London | 11.3 | 9.2 | Montville | 16.6 | 8.1 |
| Waterford | 13.9 | 7.4 | Stonington | 9.3 | 6.3 |

### LABOR SHORTAGE

Farmers are complaining because they cannot get people to work in the fields. Also there is a need for dairy farm and ranch workers.

### HOUSING

There is a desperate need for additional housing in this area, and also for control of rentals. There are many complaints received by the governmental agencies engaged in defense work, from industrial workers, and from social workers.

*Electric Boat Co., Groton.*—Some married men are giving up their jobs because of the housing problem. The Government has erected some houses, but the number is far from adequate and there is dissatisfaction about the method of charging rentals. For example, in a double house one side will be rented for one price and the other side for another price. Apparently the rent depends upon how much the worker earns and also the size of the family.

There is also a problem of sewage disposal. The Electric Boat Co. had to put in the sewage disposal for the new houses. Also, private houses built near the golf course had to provide their own sewage disposal, as the town of Groton could not care for them. There is also some question about the adequacy of the water supply.

*The United States submarine base.*—There is a very serious housing problem. Some 350 families will be cared for by the Government housing, but there is still a pressing need. The men have to seek for houses in New London, Norwich, Groton, etc., and have great difficulty in finding homes. There has been a decided increase in rentals since the defense began. There is a pressing need for a clearing house for rents.

*United States Coast Guard, Fort Trumbull, New London.*—Commander Donaho reports that living conditions in New London are almost impossible. Anything available at $35 or less monthly is positively terrible. The rents for $50 and up are not so bad, in fact they are fairly good, but the average man has a salary of from $60 to $125 a month and cannot afford this high rent. Of the 200 students coming on July 1, many of whom are married, the salaries are $99 per month. They will be obliged to take one room, live in cabins, trailers, or whatever they can find in the vicinity. In most places where they are stationed it is possible to locate very good quarters at $25 per month, but in New London it is next to impossible to live like human beings. Commander Donaho says that there are not enough medium-priced tenements in this section. He also feels that there is discrimination against the service men, both in where they are permitted to rent and also in the amount asked of them. He says that the city council here claims that there are no slum districts in New London, but if some of the places where his men are forced to live are not slums, he never saw one.

*Mayor Chappell, New London.*—The mayor says that he does not know anything about the housing situation and does not think that there is any shortage at the present time. He is not interested in any housing project in New London, and has apparently little concern about the complaints of profiteering on rents.

*Chamber of Commerce, New London.*—They report that they have had few complaints about exorbitant prices of rents, although they have had an occasional complaint. They know nothing at present about the shortage of houses or whether there even is one. They feel definitely that a registry should be established with a paid executive in charge, office help provided by the National Youth Administration or the Work Projects Administration, where complaints might be registered, places listed, etc.; in other words, a clearing house for the housing situation.

*City manager, New London.*—The city manager says that the city is not contemplating any major activity in the field of housing.

*Director of public welfare, New London.*—Reports a serious shortage of low-rent dwellings, and that rentals are being raised.

*Young Men's Christian Association, New London.*—They have found a dearth of apartments that service men can afford. Rents are jumping for furnished apartments and are entirely out of line for the facilities provided. They have been able to place all applicants for single rooms thus far. The Young Men's Christian Association has put in 66 additional cots to care for the service men who stay in New London over the week end on leave. The maximum demand thus far has been 76 in one week end, but it is growing rapidly.

*Captain Courtney, police department, New London.*—He reports that the police department has received a large number of complaints from service families about profiteering and unfair business practices regarding housing.

*Red Cross, New London.*—Reports that they have had a number of complaints about rent increases.

*Diocesan bureau, New London.*—Reports that the housing shortage is very acute. Some families have to live in one-room tourist homes for lack of better accommodations.

*Negro housing problems.*—It is reported that many landlords even in the poorer districts will not permit a colored tenant. The houses where several Negro families live have intolerable conditions, inadequate toilet facilities, broken plaster which is dangerous, lack of electric lights, serious rat problems, etc.

*Norwich.*—Mr. McWilliams, first selectman of Norwich, and Mr. MacKay, director of public welfare, report that cheap rents are a problem, but that they can find enough over $35 per month. They also report that rents are increasing.

### EDUCATION

*Trade training—Chapman Technical High School, New London.*—Offers 2 hours shop every day throughout 40 years; also 2 hours of homemaking every day throughout the 4 years. The whole school is set up in terms of emergency needs. Boys have been prepared and sent out into industry before the end of the school year with school credit. Also 25 seniors are in a special course in machine-shop practice and welding, from 2 to 10 p. m. This work is in addition to the regular high-school work. More boys are to be added to the course. This is a part of the national-defense program, and is Government sponsored.

*Apprenticeship training.*—Apprentice training courses are offered by—

Electric Boat Co., Groton: Maintains National Apprenticeship Council standards.

D. E. Whiton Machine Co., New London: Does not have National Apprenticeship Council standards.

Babcock Press, New London: Not quite up to National Apprenticeship Council standards.

Atwood Machine Co., Stonington: Small apprenticeship group, with National Apprenticeship Council standard.

C. B. Cottrell Co., New London: Does not meet National Apprenticeship Council standards.

The Carpenters' Union: Tries to maintain a certain number of apprentices and they are meeting National Apprenticeship Council standards.

Chapman Technical High School, New London: Offers training to out-of-school people in machine-shop practice, in welding, and is preparing to do so in sheet metal; using Federal funds. This is not a refresher course, but is given to unskilled adults for work in industry. They have 200 hours of training. They are also offering a Civil Aeronautics Administration course in preparation for flying. Between 750 and 800 of the boys at Chapman Tech are working outside of school. There is close cooperation between the school and the employer.

*Defense job training.*—Lawrence and Memorial Associated Hospitals, New London, offers a refresher course of 16 weeks for nurses. Any graduate nurse is eligible who was registered or was entitled to registration.

New London Junior College offers the following courses for adults, which it initiated as a defense measure. About 125 men are registered. They must be high-school graduates or have its equivalent in industrial experience. Many who are already in industry are getting training for work as supervisors. The courses offered are: Engineering, drafting, machine design, industrial electricity, production control, strength of materials, scientific bases of welding.

### SCHOOLS

*Groton.*—Three Government defense housing developments, totaling 400 family units, are now in the process of construction or completed, and 2 more, totaling 300 family units, are reliably reported to be in prospect. From these 5 developments, totaling 700 family units, it is reasonable to expect to have 500 new elementary-school pupils and 50 new high-school students, for practically all of whom new plant facilities will have to be provided. Request has been made to the Federal Government for assistance in meeting this problem.

*New London.*—The superintendent of schools reports that the status of the schools will remain practically as before, principally because the building of the new bridge necessitated razing between 50 and 75 buildings, each of which housed 2 or 3 families, and the type of families who had children in schools. These were low-priced rents, and these tenants were unable to reestablish themselves in New London in rents they could afford to pay, and have therefore been obliged to go to Groton, Montville, or Waterford. That has decreased the school load, particularly in the grade schools, and there have not been over 50 or 75 new houses built in the city. There may be some increase in the high schools, as pupils come from Waterford, Montville, and Niantic to the New London high schools.

*Norwich.*—There is no problem as yet.

### HEALTH

*Hospitals.*—Mr. Richard J. Hancock, superintendent of the Lawrence and Memorial Associated Hospitals of New London, reports that the hospital is seriously concerned about the situation which has arisen because of the defense program in three respects: The labor problem, difficulty in getting adequate help in nurses, orderlies, maids. Three doctors also have gone into the service. Tremendous and frequent increases have occurred in the price of practically all hospital supplies—drugs, surgical dressings, linen, furniture, etc. There has also been an increase in patients, which is due somewhat to the defense program—that is, new families who have come to town recently. The hospital was planning to receive a new group of nurses for training July 1, but are having to postpone this class due to their inability to get beds and other furniture for the nurses' rooms.

Dr. Robert Henkle, Home Memorial Hospital, New London, reports that the hospital is having great difficulty in getting maids and orderlies and has felt an increase in the cost of supplies of all kinds.

*Health officers.*—Dr. Benjamin Pennell, city health officer of New London, reports that there has been no effect of the defense program, except for an increase in the number of cases reported of syphilis, chiefly among service men—an average of two new cases a week as against possibly two a month previously.

Dr. Charles Dyer, city physician of New London, reports a definite decrease in the number of calls for the city physician, due to the fact of increased employment.

*Visiting nurses.*—Miss Gertrude Osborne, New London Visiting Nurse Association, reports that as yet they have not felt any great change in calls due to the defense program. There have been a few children coming to the clinic from families who have recently come to town and a few home calls on such families. On the other hand, some of the families formerly under their care are now having the services of private physicians due to increased income.

Miss Van Hovenberg, Groton Visiting Nurse Association, reports that they have noticed no effect of the defense program, since the Electric Boat Co. has its own nurses, and the submarine base also takes care of the health of the Navy families. They expect more calls when the new families occupy the new housing developments.

Mrs. Grace Arnold, Waterford Visiting Nurse Association, reports that more families, mostly from the Navy, have made calls on their services.

*Welfare agencies.*—Miss Anna Parkhurst, secretary of the American Red Cross, New London, has been here only 3 months and was assigned primarily because of the defense program. She reports that she is having a great many calls for help and advice of all kinds. A great many of the cases have to do with family situations of the selectees in the Army and in Navy families. She reports that a number have complained about rent increases.

Miss Alice Wall, of the Diocesan Bureau of New London, reports a 20-percent increase in case load. She stressed the housing shortage and bad living conditions. She said that there was a rise in delinquency and problem children. She also reported an increase in illness. The draft has been found to disrupt certain homes. There is also a lack of good foster homes, which causes an increase in the institutional load. (This was also substantiated by Mrs. Murphy, of the Norwich office of the Bureau of Child Welfare.)

Miss Veronica O. Wilder, Associated Charities, New London, reports that as yet there has been no serious increase in their work, but that they expect that there soon will be.

Mr. William MacKay, director of Department of Public Welfare of Norwich, reports that their case load has decreased tremendously.

Colonel Dorsey, director of the Department of Public Welfare of New London, reports the lowest relief load in years.

Work Projects Administration reports a decrease of 50 percent and that the great majority of men are working on national defense projects.

Old-age assistance workers report that older men are getting jobs, and also that the case loads are declining because other members of the family are getting jobs.

Unemployment compensation reports the lowest figure for claims that they have ever had.

### SUMMARY

I. Apparently the largest proportion of men employed in defense industries in New London come from this vicinity. On the other hand, men employed at the Coast Guard, the submarine base and the Electric Boat Co. come from outside the New London area, and they are the ones that suffer because of the housing shortage and of the high rentals for inferior houses.

II. Housing is especially acute in Groton. In New London the city officials and persons concerned with rentals and sales of houses are unwilling to admit that there is a housing need. Officials in the various governmental services and social workers are greatly concerned about the need for additional, decent, moderate-priced housing. Because of the fact that New London will not face the housing problem, and also because between 50 and 75 houses have been demolished because of the approach to the new New London-Groton Bridge, newcomers in this area are spreading out into the surrounding towns, even as far away as Norwich.

III. Apparently there is a pressing need of a clearing house for housing. This should not only have a list of houses, but also some plan should be set up to prevent discrimination and profiteering.

IV. It is obvious to everyone that there is a dearth of good recreation for the service men when they are on leave. Also, there appears to be little recreation for the families moving into the area.

V. Apparently there has not as yet been any significant increase in demands on the social and health agencies.

VI. The hospitals report two problems: (1) It is difficult to obtain competent workers in the hospitals. (This complaint also is made by other institutions.) This is due to the fact that there has been such an increased demand for workers in the defense programs and industries. (2) The price of medical supplies and equipment has been notably increased.

VII. There is no problem as yet concerning the schools in New London; but there is a very serious problem in Groton. Possibly some of the towns in the vicinity of New London may have a real problem in the autumn, because New London's lack of housing is driving workers into the surrounding towns.

VIII. There seems to be some discrimination against Negroes. This is not admitted, but the Negroes are prepared to give certain facts that appear to substantiate their claims. Unquestionably, the Negroes have wretched housing in New London, even though certain officials maintain that this is not true.

IX. Up to the present time, there appears to be no significant increase in crime and delinquency. However, there is a serious problem involved in the attendance of young girls and women at taverns frequented largely by sailors.

X. There is need of education of the people of New London to accept men in uniform as equals.

XI. There is a shortage of farm laborers, and also a migration from textile plants to defense industries.

Mr. RILEY. As exhibit 6, I offer a statement by Mr. James A. May, formerly mayor of the city of New London, Conn., and at present a member of the city council of that city.

(The statement referred to is as follows:)

### EXHIBIT 6.—DEFENSE ACTIVITIES IN NEW LONDON, CONN.

#### REPORT BY JAMES A. MAY, MEMBER, NEW LONDON, CONN., CITY COUNCIL, JUNE 18, 1941

National-defense activities which have created need for housing of new workers employed in the New London area include the following:

1. The Electric Boat Co. is located in this area at Groton. The present number of employees is about 5,000. Before the defense preparation, the number of employees was about 1,500. This concern has contracts for about 20 more submarines for the Government. In addition, they have repair work. The Government has granted much financial assistance in the expansion of this plant.

2. The United States submarine base is located in this area (town of Ledyard). There are at present approximately 3,000 officers and men. There is a submarine school for officers and men (of which the 90-foot diving bell is a part). A number of "R" type submarines are attached to base. There is also a command school attached to the sub base. The plant at the base is quite large and represents a considerable amount of investment by the Federal Government.

3. The United States Coast Guard Academy is located in New London. It has a 4-year course and graduates the cadets with college degrees as well as commissions of ensigns. In addition, there is a fairly large assignment of officers and men. This Coast Guard Academy is a relatively new construction and represents considerable investment. There are about five houses for the captain and for some of his staff.

4. The old Coast Guard Academy, known as Fort Trumbull, is used for a dual purpose at the present time—first, as a receiving unit for Coast Guard enlistments; second, as a maritime school and station.[1]

At the fort is based a boat (a school ship) that is used to house many of the men.

5. There are also stationed at the State pier some boats; at the present time, I believe, one or two old destroyers.

6. There is a patrol that anchors in the harbor from time to time.

7. The home of Babcock Printing Press (Cuneo Press) has increased its personnel about 300. This firm does subcontract work for the Electric Boat Co. They also have contracts on making shells for the Government.

8. This area is a central rail center: Grand trunk Central Vermont and New York, New Haven & Hartford Railroad.

9. Also has an excellent harbor and is used for commercial shipping.

10. Fort Wright, Fort Terry, and Fort Michey, with its 2,500 officers and men (Army) now stationed on these island forts.

11. There is a flying field or airport in Groton owned by the State but used by the Federal Government for training purposes.

12. At Noank is a shipyard which is at the present time constructing two mine layers for the Government. This yard had been idle until the defense program.

13. There are other industries, such as woolen mills, machine shops, etc., that are employing many more than were employed previous to the defense program.

14. Since the defense program, the State has entered into contract for a new highway bridge over the Thames River between New London and Groton. In fact the substructure is under construction already. In addition, the approaches are also under construction. The total cost of the bridge and approaches is approximately $6,000,000. This has also created an additional number of employees. In addition, there are about 150 tenants who have been evicted because of demolition.

15. Then to service the additional number of employees and their families also increases the number of persons in nondefense work.

16. The summer colonies have already shown a tendency to be increased in number because of lack of ability to take cruises to foreign lands.

The above-mentioned 16 reasons certainly establish the fact of need of additional housing.

### HOUSING PROJECTS IN GROTON

The housing projects have been placed in the town of Groton because of the following facts:

1. The present highway bridge, being too narrow, creates a bottleneck in traffic.

2. Time being essential in emergency to the personnel of the sub base.

3. Time being essential to the Electric Boat Co. on submarine construction.

4. The sub base actually is in the town of Ledyard which adjoins Groton.

5. The Electric Boat Co. is in Groton and the erection of housing projects adjacent eliminates additional parking space needs.

The following projects of housing and their percent of completion is as follows:

1. Walker Hill development: 100 units for enlisted men; rents from $11 to $26; project constructed by Wadhams, May & Carey; completed and occupied; landscaping yet to be completed (under Navy supervision).

2. On road adjacent to Shenecossett golf course: 200 units for defense workers; contractors, Mondelci & Benvenuti; 50 percent completed; rents to be between $25 and $30; trouble with carpenters leaving project; June 15, 1941, visited (under Public Buildings).

3. Starr Hill, short distance from project No. 1; 100 units for enlisted men; rent, $11 to $26; about 45 percent completed; some difficulty in sewerage; visited June 15, 1941 (under Navy Department).

4. Two hundred more units for defense workers; site not announced; contracts not awarded (Federal Works Agency).

5. One hundred more units for Navy enlisted men; site not announced; contracts not awarded.

6. Eight units of dormitory type; 50 rooms to a unit for defense workers; single men and married men living away from home; suggested that the charge

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[1] There was an appropriation for $3,000,000 for a maritime school and chief petty officers' school to be located on the estate of Henry Plant. The land was to be purchased by the State of Connecticut and offered to the Government as a gift. This bill passed the Senate but House conferees rejected it.

will be $3.50 double bedroom per week or $5 for single bedroom; 75 percent completed; Farm Security Division; visited June 16, 1941.

### RENT PROFITEERING IN NEW LONDON

There is an apparent acute shortage of rents and a chronic state of rent profiteering existing in the New London and vicinity area caused from the following reasons:

1. Migration of defense workers to defense industries.
2. Assignment of a larger personnel in the Navy, Coast Guard, Maritime, and Army.
3. Migration of nondefense workers to serve defense workers and service units.
4. Demolition of over 100 houses for right-of-way of new bridge.
5. Lack of low rents for aliens who are barred from Work Projects Administration Federal projects and who have no profession or skilled status and those citizens of no skilled status who receive low wages.
6. Chronic state of rent profiteering.

Mr. **Riley**. As exhibit 7 I offer material submitted by the East Hartford Aircraft Federal Credit Union, dealing with the means of making credit available to defense workers in the area.

(The material referred to above, with the exception of sample forms of the Credit Union which are being held in committee files, is as follows:)

## Exhibit 7.—Operations of East Hartford Aircraft Federal Credit Union

### REPORT BY HAROLD A. IVERSON, TREASURER AND GENERAL MANAGER

On June 26, 1934, the Seventy-third Congress passed an act, No. 467, authorizing the establishment of a Federal Credit Union System, to establish a further market for securities of the United States, to make more available to people of small means credit for provident needs through a national system of cooperative credit, thereby helping to stabilize the credit structure of the United States.

A group of 15 employees of the United Aircraft Corporation bcame interested in credit unions and applied for a charter, which was granted by the United States Government on January 8, 1935. These 15 individuals pledged themselves to purchase at least one $5 share in the organization, and as soon as enough money was on hand the first loan of $50 was made. On January 31, 1935, membership had increased to 293, share deposits to $491.25, total assets to $550.25. The net loss for the month amounted to $22.71. At the end of the first year's operation, December 31, 1935, membership had increased to 1,074, total assets to $30,679.87, as can be seen by the statistics listed below:

| Date | Membership | Net profit | Shares | Loans outstanding | Total assets and liabilities |
|---|---|---|---|---|---|
| Jan. 31, 1935 | 293 | −$22.71 | 491.25 | | $550.25 |
| Dec. 31, 1935 | 1,074 | 512.49 | 28,384.38 | $27,961.31 | 30,679.87 |
| Dec. 31, 1936 | 1,609 | 2,902.54 | 62,625.40 | 49,240.97 | 68,799.72 |
| Dec. 31, 1937 | 2,467 | 4,928.38 | 109,907.04 | 103,501.99 | 118,503.01 |
| Dec. 31, 1938 | 3,019 | 5,697.80 | 153,091.21 | 124,277.86 | 163,632.45 |
| Dec. 31, 1939 | 4,262 | 11,176.39 | 293,620.98 | 219,107.89 | 312,307.58 |
| Dec. 31, 1940 | 8,025 | 24,625.24 | 619,509.98 | 430,233.81 | 657,831.83 |

*Investments* [1]

| | | | |
|---|---|---|---|
| Dec. 31, 1937 | $5,250 | Dec. 31, 1940 | $107,730 |
| Dec. 31, 1938 | 13,640 | May 31, 1941 | 240,000 |
| Dec. 31, 1939 | 55,350 | | |

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[1] U. S. Government bonds, Federal Savings & Loan Association, loans to other credit unions.

### LOANS MADE TO MEMBERS

Our records show that 16,671 loans were made to our members up to December 31, 1940, totaling $2,087,834.36. Of this amount $918.50 was charged off as uncollectable. Since December 31, 1940, the growth of the credit union has been phenomenal, due to the defense program. During the past 5 months we have added 2,639 new members, bringing our total membership up to 10,664; our share deposits have increased by the sum of $275,998.51, bringing the total to $895,508.49; loans outstanding have increased by the sum of $202,012.86, bringing the total outstanding to $632,246.67. Our total assets have increased by approximately $275,000 since December 31, 1940, bringing the total to $925,000. As of May 31, 1941, we have approximately $12,000 in our reserve fund, $15,346.50 in our undivided profits account, and a net profit for this year amounting to approximately $11,000.

As of May 31, 1941, we have made a total of 20,987 loans totaling $2,792,017.96. Our write-off up to this date now amounts to approximately $1,100.

Our present monthly cash income from share and loan payments now amounts to $255,000 through pay-roll deduction and cash over the counter and it is our problem to keep this income moving safely in loans to our members and in investments.

The rate of interest charged by this credit union for loans amounts to 1 percent per month on the unpaid balance and as requested we are enclosing herewith a copy of our loan application form and note.

Our investments are limited by law to loans to our members and Federal Savings & Loan Association shares, loans to other credit unions, and obligations of the United States Government, guaranteed both as to principal and interest. Dividends are paid to our members on their deposits, and since organization have amounted to 4 percent, paid annually as of December 31.

Since August of 1937 this credit union has been a fiscal agent of the United States Government, which permitted us to accept orders for United States savings bonds. This gave us an opportunity to divert members' savings into bonds whenever authorized.

For your additional information we are listing below a complete break-down on various purposes for which money is loaned. This break-down covers 8 consecutive business days, which we feel typically describes our regular routine.

*Loans made during 8 consecutive days, May 1941*

| Purposes of loan | Number of loans | Amounts | Purposes of loan | Number of loans | Amounts |
|---|---|---|---|---|---|
| Auto finance | 96 | $36,893.99 | Jewelry | 3 | $210.85 |
| Auto repairs | 9 | 1,111.00 | Musical instruments | 1 | 200.00 |
| Bills: | | | Farm equipment | 1 | 250.00 |
| | | | Police court fines | 1 | 250.00 |
| Household and furniture | 63 | 8,286.27 | Camera purchases | 1 | 120.00 |
| Medical and dental | 23 | 2,151.00 | Wedding expenses | 5 | 545.00 |
| Consolidation of bills | 62 | 7,144.83 | Insurance, liability | 6 | 307.04 |
| Fuel | 1 | 38.25 | Investments | 1 | 85.00 |
| Real estate | 23 | 8,478.00 | Motorcycle purchases | 1 | 150.00 |
| Boat purchases | 3 | 311.38 | School expenses | 1 | 30.00 |
| Property taxes | 4 | 615.00 | Loans to friends | 2 | 155.00 |
| Vacation | 12 | 1,279.00 | Airplane club | [1] 23 | 1,840.00 |

[1] 23 individuals borrowed $80 each to form flying club and purchase plane. We have financed 5 such clubs.

Due to the extreme lack of housing facilities in this vicinity, we are constantly receiving loan applications from our members to cover down payments toward the purchase of new homes. It has been our policy to discourage this type of loan, inasmuch as we are not permitted to accept second mortgages and in most cases the individuals are unable to furnish adequate security for the loan. Furthermore, the law will permit us to lend only up to $100 unsecured, and any loan, if granted, must be paid within 2 years.

Our credit union, incidentally, is the largest Federal credit union now in operation in this country out of a total of approximately 6,000 Federal credit unions. As stated to you during your recent conversation, you may obtain detailed statistics concerning operations of all credit unions from the credit union section, Farm Credit Administration, Washington, D. C., attention of

Mr. C. R. Orchard, director of the credit union section, or Mr. Edward J. Hickey, his assistant.

It might also be interesting to know that our board of directors consists of 15 individuals, elected by the members at the annual meeting. The directors elect the officers in the usual manner. The men on our board are average individuals, such as machine operators, office clerks, foremen, etc., none of which have ever had previous banking experience.

Mr. Riley. I would like to offer for inclusion in the record, as exhibit 8, a statement on the housing emergency in Bristol, Conn.

(The statement referred to above is as follows:)

### Exhibit 8.—Bristol Housing Emergency

#### REPORT BY CLYDE L. FENNIMORE AND JAMES J. M'CUSKER, OF LOCAL 626, UNITED AUTOMOBILE WORKERS OF AMERICA, HOUSING COMMITTEE

An emergency exists in Bristol in regard to housing facilities. During May and June Local 626, by means of a bulletin board announcement in the plant, secured the names of 150 persons in the union who are seeking rents and cannot find them. Meanwhile rents are rising.

In February Attorney Joseph J. Dutton, chairman of the Bristol Housing Committee, found but 20 vacancies in the towns of Bristol and Terryville. Today Mr. Dutton states that there is not 1 vacant rent in either town.

According to the United States Housing Census of 1940 there were at that time only 81 vacancies within the town. This shows that even in normal times Bristol has a serious rent shortage.

On June 4, 1941, the New Britain Herald carried the following article which we would like to quote:

"WORKERS LEAVING CITY IN DISGUST—UNABLE TO FIND PLACES TO LIVE—MORE THAN 200 QUIT JOBS

"Over 200 persons have resigned their jobs in Bristol factories the past few weeks because they were unable to find places to live. Men have come to this city and obtained employment and then began to search for rents so that they could move their families here. Many of them have been sleeping in their cars nights. Tiring of this and unable to find places to live, they resigned their jobs and left the city."

The rent situation here is becoming more and more acute. Not one family has been able to move from one rent to another here in several months. Many new homes are going up but will not be completed for some time. An idea of the situation here can be seen in the marriage reports. Nine out of every ten couples married in the past year have returned from their wedding trips to live with their parents.

All claims that private building concerns are solving the problem are false. Only 90 homes have been built or are scheduled to be built from January 1 to July 1, according to information secured through contractors by the Bristol Housing Committee. It is true that private business has made claims that this situation will be corrected, but we firmly believe this claim has been made solely to prevent Government action. And private business has succeeded in its purpose to prevent Government action for there is no Government project thus far planned for Bristol.

The population of Bristol has already increased by several thousand because of the defense program, and probably will increase much more. We, therefore, urge you to take immediate steps to carry out the following program:

1. A defense-housing project in a decent location.
2. A rent-control commission to see that no rents are advanced unless genuine improvements in the property are made.
3. Follow the national Congress of Industrial Organizations plan for expanding the original United States Housing Administration program.

Mr. Riley. As exhibit 9 I offer a statement on the housing situation in East Hartford, submitted by John J. Burke, president of the council of that town.

(The statement referred to above is as follows:)

## EXHIBIT 9.—HOUSING IN EAST HARTFORD

### REPORT BY JOHN J. BURKE, COUNCIL PRESIDENT, TOWN OF EAST HARTFORD, CONN.

In the past 2 years many new single houses have been constructed by private contractors and many similar houses are being built at the present time by private contractors. These houses are built to sell and not for rental. Only a very few of these houses have been purchased by employees of the United Aircraft Co., which is located in East Hartford. The reason for this is that these employees do not want to own real estate in East Hartford, because they have no assurance of continuous employment over a period of years. They prefer to rent rather than to buy. There are many new houses as well as many older houses which are for sale, but, as I have stated, employees of United Aircraft are not interested in buying.

The shortage is in rental units. Just how acute this shortage is, is a matter of opinion, but it is generally conceded that there is some shortage. The office of the Defense Housing Coordinator in Washington estimates this shortage at 500 dwelling units. It is my personal opinion that that estimate is too high. At any rate, the Federal Government is willing to construct 500 dwelling units in East Hartford.

At the same time, private interests are ready and willing to construct very much more than that number of dwelling units. One private concern is prepared to construct 350 units and an additional 300 units if there is a demand for them, and a further 750 units if there is still a demand for that number. Another group of private interests are prepared to construct 200 units with an additional 200 units if needed. Obviously, the town does not want or need any such number as the total of all of these units.

### PRIVATE AND PUBLIC HOUSING CONFLICT

Our problem at present is whether the Federal Government will insist upon proceeding with the construction of 500 units, or whether the private interests referred to will proceed with their construction. The private interests do not wish to proceed, if the Federal Government is to proceed. In other words, it is a conflict between public and private housing. We understand it to be the policy of the Federal Government not to construct Federal housing in any locality where private industry is willing to fill the need. The town council of East Hartford has unanimously adopted a resolution in favor of construction by private interests, rather than by the Federal Government.

We have not now, and do not anticipate, any problem resulting from the employment of single men. Many East Hartford families, as well as families in the surrounding towns, have taken in single men as roomers and boarders, and there are still available many rooms in private homes for single men. For several months, we have been maintaining a rooms' registry where those who have available rooms in their own homes can register them and these lists can be consulted by single men seeking rooms.

We have one large modern trailer camp, which is laid out to accommodate 160 trailers which can be easily expanded to take care of 320 trailers. This camp has been in operation under our municipal ordinance since May 1 of this year. I understand that there are about 50 trailers now in this camp. This camp is privately owned and operated, and the trailers are, likewise, privately owned. The owner of this camp is somewhat disappointed that there hasn't been a greater demand for space in this camp. He had anticipated that it would fill up rapidly, but there is now considerable doubt that it will ever be used to full capacity.

### WATER SUPPLY AND SEWAGE DISPOSAL

Since January 1 of this year, the town of East Hartford has been a part of the metropolitan district, which supplies water and handles the sewage of Hartford, Windsor, Bloomfield, Newington, and Wethersfield. East Hartford has its own reservoirs and the greater part of the water used in East Hartford is furnished by these reservoirs. Some 5 years ago, a water connection was made under the Connecticut River Bridge with the metropolitan district water system so that when occasion required, metropolitan district water could be turned into our system to supplement it. Another similar connection has been made within the past week so that from now on, a considerable amount of metropolitan district water will be used in East Hartford, as well as the water furnished by the town's reservoirs. The activities of the United Aircraft have greatly increased the consumption of water, but it is believed that the connections already mentioned as well as our own reservoirs, will provide adequate water for all purposes.

The sewers and sewage disposal are matters which are under the jurisdiction of the metropolitan district. The district plans to construct a sewage disposal plant in East Hartford and I understand that this will be done within the coming year.

### HEALTH

East Hartford has a local health department and a public health doctor. He works closely with the State department of health. I do not know of any unusual health problem which has arisen as a result of an influx of defense workers to this town. We have our own visiting nurses association, and their headquarters are owned by the town. The town annually appropriates money for the use of this organization We, likewise, have our own tuberculosis association. Both of these organizations work closely with the doctors and nurses connected with our school system. In my opinion, the health of the community is just as good today as it ever was, and, perhaps, better. We have one privately owned small hospital. We are within 2 miles of the city of Hartford, which has at least three large hospitals which are available to East Hartford people. The town of Manchester, which adjoins East Hartford on the east, has a large hospital, which is sometimes used by East Hartford people. The two larger hospitals in Hartford, recently have been, or soon will be, enlarged. I believe that there are ample hospital facilities for some time to come.

The United Aircraft employs its own physician and all applicants for work are thoroughly examined. This plant also employs many male nurses to take care of its own employees, and have all necessary facilities for all first-aid treatment.

### GENERAL COMMENTS

A report prepared by our superintendent of schools concerning educational matters is attached, hereto.

While the personnel at the United Aircraft greatly increased since 1939, it must be remembered that a great many of these employees do not live in East Hartford, and many of them are men who for several years have made their homes in Hartford, East Hartford, and many other surrounding towns. Many other employees live within a radius of 50 miles of the Aircraft plant, and drive back and forth each day to their work. Some of these own homes in the towns in which they live.

The Aircraft employs a large number of single men who have come to this area from other States. Many of them room in Hartford, East Hartford, Manchester, Glastonbury, and other surrounding towns. I do not believe that the single employee has created any serious problem, as there appears to be many available rooms for them in the Hartford area. As indicated at the beginning of this memorandum, our chief problem concerns the married employee who finds it difficult to rent a dwelling in the Hartford area. As has been indicated, the Federal Government, as well as private interests, are now competing to fill this need.

Apart from our ordinary recreational facilities, including playgrounds, baseball facilitis, tennis courts, and public swimming pool, the town has made no special effort to provide recreational facilities for Aircraft employees. Some steps in that direction might be desirable. For the most part, Aircraft employees receive good wages, and they seem to find ways of amusing themselves in both Hartford and East Hartford. It is, likewise, noticeable that many of them own automobiles. I understand that a proposed bill is now pending in Congress which has for its object the furnishing of money by the Federal Government to certain localities, where some type of recreational facilities may be needed for defense workers.

JUNE 19, 1941.

Hon. JOHN J. BURKE,
*Hartford, Conn.*

DEAR MR. BURKE: I am herewith submitting answers to the questions with reference to which you requested information a few days ago.

1. There are 120 supervisors, principals, and teachers on the school staff at the present time. As I reported to the board of education at its meeting Tuesday night, we shall need an additional teacher in South Grammar School to which grounds we are removing one of our portables during the summer. This increase is due to new buildings in that part of the town, some of which have been taken by defense workers.

2. There are 10 buildings in use at the present time; that is, 5 combined elementary and junior high school buildings with kindergarten, grades 1 to 6, and grades 7 and 8. There are 3 elementary buildings with kindergarten and grades 1 to 6, and 1 elementary building with kindergarten and grades 1 to 3. There is 1 senior high school with grades 9 to 12.

3. There has been slight increase in enrollment traceable directly to defense work in the town. It has not, however, during the current year, caused us to add to the teaching staff or to building accommodations. As stated in No. 1 above, we shall have to add a portable to one building on account of the slight increase, and further definitely anticipated increase during the coming year.

4. There will not be additional transportation needed apparently during the first half of the coming year. There may possibly be during the latter part of the year, especially if the Federal Government quickly erects the 500 houses it is understood have been proposed.

5. I do not see that there will be any needed increase in facilities next year except the shifting of a portable from the Columbus Street section to the South Grammar School grounds. We have, at the present time, three vacant rooms in Woodland School and two in Silver Lane School, hence ample room to take care of any increase in those expanding areas of the town. These are areas in which there might be further transportation needed before the end of the year.

Very truly yours,

PERCIVAL S. BARNES, *Superintendent.*

Mr. RILEY. As exhibit 10, I offer a statement on social services in the community of Bridgeport, submitted to the committee by Mr. W. Earl Prosser, assistant secretary of the community chest.

(The statement referred to above is as follows:)

### EXHIBIT 10.—SOCIAL SERVICES IN BRIDGEPORT

#### REPORT BY W. EARL PROSSER, ASSISTANT SECRETARY, COMMUNITY CHEST AND COUNCIL, INC., BRIDGEPORT, CONN.

In a very recent analysis of some 26 public and private social welfare and health agencies, of the Bridgeport community, to determine what new and increased problems were being encountered and what increased needs were most evident, the following problems were found to form a pattern of needs felt by a majority of the agencies. These problems were not only the most evident but also most acute.

#### LACK OF HOUSING FACILITIES

Undoubtedly, you will receive from official sources information on this point that will be more adequate than I can give you. I believe almost everything has been done that could be done, but nevertheless, in consultation with the executives of our agencies, I gather that houses and apartments for rent are still at a premium. Rooms may be found for men but the prices of renting such rooms are in some cases too high. A good single room costs about $4.50 to $5 per week for men. Good double rooms, $7.50 to $10 per week. There has been a tendency to crowd two people into rooms that should be singles and to put as many persons as possible in a room in order to capitalize on the defense program by getting all that the traffic will bear by way of remuneration. Counteracting this tendency, I believe gradually people are coming to the realization that they cannot get good roomers, permanently, at exorbitant prices, and some are now willing to reduce the prices of their rooms from the level they formerly demanded.

Light-housekeeping rooms for couples or families are inadequate to take care of the demand. Rooms for single girls and women are also difficult to get.

Summarizing: Rooms for men, an adequate supply; rooms for single women, inadequate; rooms for couples and familites, very inadequate.

Information on housing projects and private building as stated previously can be gotten from official sources.

One point I think worthy of mention is the fact that many people working in Greater Bridgeport do not live here, but commute from surrounding towns and cities thus making the situation less acute than might otherwise be the case.

### INCREASE IN RENTS

Coupled with the shortage of rents available (both houses and apartments) has been the sharp increase in the price of rents. I have no statistical material available but it has been my impression that exhorbitant rents have been charged for very unattractive places. This rise in rents has effected most adversely the low-income groups who are least able to stand it. This situation has been particularly difficult among colored people. In some cases families have been dispossessed because the landlord wished to turn the house into a rooming house because his returns were greater that way. Many rents have been raised 25 to 30 percent or even in some instances as much as 50 percent. The rent situation has been complicated, too, I believe, by the demolition of homes in slum areas to make way for housing projects. In some cases the dispossessed have had a difficult time in finding a place to stay during the building process.

### BOTH PARENTS WORKING

Our agencies report that in many cases, both parents are working, taking advantage of defense wages and jobs. This situation, of course, leads to neglected children and probably to an increase in delinquency.

### RECREATION FACILITIES AND PERSONNEL

I am not one of those who prescribe recreation as a panacea for delinquency, poor housing, inadequate incomes, and almost every conceivable ill, but I do believe that if more money and personnel were available to both private and public recreation groups, it would be a great boon to this community and is in fact a sheer necessity.

### HEALTH

Our two hospitals which are in the community chest, St. Vincent's and Bridgeport Hospital, are crowded and need much new equipment. This problem is not entirely due to the "defense" situation, but it is complicated by it, inasmuch as "defense" conditions could lead to an epidemic or an emergency disaster which might prove our hospital or health facilities wanting. A possible capital fund campaign for the two hospitals mentioned in the spring of 1942, will probably relieve the situation at that time.

Many of us feel a volunteer service bureau would be a valuable adjunct to our community services during this period, if the money can be found to finance it. We have studied and made plans for this project carefully and at length, but at the moment have no funds available to set up such a project.

We have reason to believe that a mayor's defense council embodying in its scope a social welfare division (includes health) will soon be functioning strongly and well.

### SERVICE TO DRAFT BOARDS

The department of public welfare, a member of our council of social agencies, has cooperated very effectively with the various draft boards and has designated a member of their staff for this particular function. A communication received from the department of public welfare regarding this phase of their work, states in part:

"Draft board clearances—November 1940 to April 1941—144. Includes social and economic clearances for draft boards, necessitating conferences with draft board officials, family groups, and individuals drafted."

In addition to the services of the department of public welfare our family welfare agencies have offered their specialized services to the local draft boards. A small number of cases have been referred to them, but on the whole the need is being adequately met at this time by the department of public welfare.

### COORDINATION AND DEVELOPMENT OF HEALTH SERVICE

The council of social agencies has held two meetings to point up interest in the development of more adequate health service. Wide newspaper publicity was given to both of these meetings. The meetings were:

(1) Dr. Albert S. Grey, director of the division of industrial hygiene, spoke on the subject, Protecting the Health of the Industrial Worker in Our Community.

(2) A joint meeting of the council of social agencies and the medical association, initiated by the council of social agencies. Dr. Charles Walter Clarke, executive director of the American Social Hygiene Association, spoke on the subject Venereal Disease—Its Prevention, Control, and Cure in a Defense Community.

### EMERGENCY PLAN FOR HEALTH SERVICES

A plan has been drawn up by the Bridgeport Hospital (a member of the council of social agencies) to provide for the handling of any emergency disaster in the city. The program utilizes all available space and equipment in the hospital, all staff doctors, internes and ex-internes. It provides also for the use of a local high school as the nearest overflow institution.

### PLAN FOR EXTENDING TEMPORARY CREDIT TO EMPLOYEES

Through information supplied by our agencies, the community chest board of directors came to the conclusion some months ago that some plan should be inaugurated whereby defense workers coming to Bridgeport who found it necessary to do so, could receive temporary credit for food and lodging until they became established. Accordingly, the chest agency community relations committee urged the manufacturers association and other employers that a cooperative plan be worked out to supply this needed credit on a sound financial basis.

It was unanimously agreed at the start that industry could not and should not assume responsibility for all the floaters entering our city, but a plan was devised whereby cooperating plants could readily underwrite, with practically no financial risks, essential expenses of its own recently hired employees, who for any reason, were in need of temporary credit and at the same time secure against loss those individuals or agencies extending assistance to the employee. The plan in its essentials is as follows:

First, cooperating employers issue to that particular community chest agency, or to that private room and/or boarding house which agreed in advance to assist one of its employees a "reimbursement certificate" similar to sample.

Secondly, the plant shall secure without fail from each employee in whose interest a "reimbursement certificate" is issued a "wage deduction request" and attach same to a copy of the particular "reimbursement certificate" referred to so that the proper wage deduction may be made thus preventing monetary loss.

### GROUP WORK AGENCIES

*Boy Scouts.*—Increased difficulty to get volunteer manpower on which this agency largely depends; need to intensify emergency service; corps work; more work office staff; more call for service on part of Scouts; anticipate Scouts will be called upon for Government service selling defense savings bonds, etc.

*Young Women's Christian Association.*—Summarizing, I would list large numbers of women, both employed and home women, coming into a strange community desiring contacts and recreational facilities a Young Women's Christian Association should give; house of employment creating a physical condition among women demanding expert leadership in order that morale and health may be built; a staff already small for a normal load facing an abnormal load and more to come; space inadequate for the next 2-year period for carrying program if east side building is to be closed for reconstruction; expectation of a much increased demand for service by the end of summer.

*Girl Scouts.*—Increased demand from girls who want to become Scouts and insufficient staff to handle this.

*Sterling House.*—The problems or demands that we are trying to solve are—

I. Social: (*a*) Community evenings (such as meet-a-body clubs).

(*b*) Space for more recreational activities.

II. Increase in upkeep.

III. Increase in clerical help.

IV. Attendance: (*a*) The increase in attendance including all activities that we direct will probably tell you more than any words.

| | |
|---|---|
| Adults, first 4 months of the year: | |
| 1940 | 9, 499 |
| 1941 | 10, 746 |
| Children, first 4 months of the year: | |
| 1940 | 11, 874 |
| 1941 | 15, 975 |

There is an increase of over 5,000 using the house in 4 months which alone should indicate that there has been increased wear and work.

*Young Men's Christian Association.*—The work already undertaken in providing recreation for industry, and the demands of industry for additional programs means a full-time professional worker, an additional stenographer, office expense, and travel.

The room registry demands much more time than formerly. The Young Men's Christian Association continues to list rooms all over the Bridgeport area, and to direct young men to such rooms. This places an additional burden on our office but does not run into a large sum of money.

Now considering the use of gymnasium, showers, and swimming pool from 11 p. m. until 3 a. m. for men on the 3 p. m. to 11 p. m. night shift. This additional program has not yet been completed, but will have to include in addition to the usual clerical help a professional worker especially to handle the gym and aquatic program.

*Boys' Club.*—Not able to take care of demand for shower baths. Otherwise no decided need for increase in services other than has always been the case. Have never been able to take care of more than 50 percent of the boys who needed it.

*Jewish Community Center.*—Could use about one extra half-time worker, but not seriously overburdened with defense needs as such.

### HEALTH AGENCIES

*City Dispensary.*—No increased demands.

*Bridgeport Hospital.*—No increased demands on social-service department.

In the hospital itself several needs are evident such as new operating rooms, adequate quarters for nurses and internes, new elevator and modernization of kitchen equipment. While these needs have been present for a considerable period of time and are not a direct result of the defense program, nevertheless they have a bearing on this situation.

"The increase in manufacturing activities, the employment of more men, the influx of new people into this vicinity, and the speeding up of all factory activities will certainly increase the number of severe accidents. As the defense measures of the country get well under way, we are naturally going to be a great deal busier than we would be under normal conditions. It seems very imperative to us that something be done immediately towards the increase of our operating-room facilities." (Quote from letter to Mr. Samuel Senior from W. Lee Weadon, medical doctor.)

*St. Vincent's Hospital.*—We are pleased to submit some interesting figures regarding the extra heavy demands made on hospital service at St. Vincent's.

| | |
|---|---|
| Average daily for 21 days of May 1941 | 266 |
| Average daily for 21 days of May 1940 | 237 |
| Average daily for 21 days of May 1939 | 213 |
| Average daily for 21 days of May 1938 | 194 |

Increase of patients 52 from 1938 to 1941 daily.

| | |
|---|---|
| Number of patients admitted up to May 21, 1941 (fiscal year begins July 1, 1940) | 7, 434 |
| Number of patients admitted, May 21, 1940 | 6, 896 |
| Number of patients admitted, May 21, 1939 | 6, 273 |
| Number of patients admitted, May 21, 1938 | 5, 646 |

This is not for a full calendar year but from the fiscal year beginning July 1.

Average daily admission for 21 days of—

| | |
|---|---|
| May 1941 | 25 |
| May 1940 | 20 |
| May 1939 | 17 |
| May 1938 | 17 |

Our hospital has been crowded to the doors. In the new wing we have been compelled to make many private rooms into semiprivate. Extra beds have been placed in all the wards. We feel that we are facing a real crisis in regard to the accommodation of patients. Another great problem in the hospital field particularly Bridgeport area, is the inability to secure adequate help. Many of the older hands have left to go into factories where the wages exceed those paid in hospitals. In order to cope with the situation as we would like to, it would be almost necessary for us to compete with the factories in paying our employees and this is an impossibility.

*Visiting nurse association.*—

| | |
|---|---|
| Number of new families | 25 |
| Families living in 1 room (2 of these are families in which the mother is pregnant) | 5 |
| New families moving in with old families | 8 |
| New prenatals living with old families | 3 |
| Beds being used on relay | 3 |

*Increase in rents.*—Practically all families have had rents increased from 10 to 33⅓ percent. Most of these increases range from 20 to 33⅓ percent.

All families living in industrial neighborhoods are using all spare rooms—renting to friends and relatives and roomers coming to Bridgeport to work in industry.

As yet there has been no noticeable increase in morbidity due to the increase in defense workers, crowding, and so forth, but this is to be anticipated in the fall when ventilation will be difficult.

We expect an increase in tuberculosis and genito infectious diseases as well as in the upper respiratory diseases.

*Stratford Red Cross Nursing Service.*—No appreciable increase in demands for nursing service. Slight increase in service to men in Army and Navy and to their families.

CASE WORK AGENCIES

*Catholic Charitable Bureau.*—We have made a study of applications received at the Catholic Charitable Bureau for the past 6 months—November 1940 to April 1941. We made a similar study of the applications received from November 1939 to April 1940, inclusive. We have noted and made comparisons of these two 6-month periods. You will notice that the total number of applications dropped from 393 to 337.

Our foster home applications dropped from 51 to 29. There was also a slight decrease in our out of town inquiries. The number of requests received from Bridgeport single persons remained about the same. The number of transients jumped from 45 to 87. Our requests for relief decreased from 168 to 104. No great differences were noted in our service cases. Each application was classified in only one column, that being the major request of the person making the application and not the major problem or problems in the situation, as seen by the social worker. Applications include those coming to both the Family Welfare and the Child Welfare Departments.

We discussed your letter at staff meeting and the workers felt that the housing problem was one which needed a great deal of study and consideration. Rents are being increased beyond their worth. Many people are now finding work and their incomes are above the amount which makes them eligible for the new housing projects, yet they are unable to find other desirable rentals. The staff felt that there is a pronounced need of day care for children. A good many families known to our workers are considering the plan of placing their children, with parents going to work, very often in an attempt to pay off indebtedness that has accumulated during the past few years.

Anticipate a need for community planning for recreation and leisure time activities (see analysis of cases attached).

*Family society.*—The following data covers the period from January 1 to May 1, 1941, during which time we knew 245 families.

| | Bridgeport | Stratford |
|---|---|---|
| 1. Housing problems: | | |
| Substandard homes | 16 | |
| Overcrowding (several families doubling up with other families) | 15 | 11 |
| Separated families because of lack of housing | 8 | 11 |
| Raising rents (too high for family's income) | 10 | 1 |
| II. Lack of supervision of children because of employment of parents | 11 | 3 |
| III. Problems arising because member of the family has been drafted | 4 | |

Probably the problem which is outstanding is the one of housing, and, if you wish, we would be very glad to give definite examples of this. Although we have a small number of Negro cases, their problem seems to be most acute and at present we know of one family of eight which is sharing a four-room apartment with another family of six in a house which was condemned by the board of health a year ago.

*Jewish Welfare Bureau and Children's Society.*—No increased demand for services; mention of the existence of serious housing shortage; do not anticipate any serious problems.

*Department of public welfare.*—New and increased demands on the department of public welfare are numerous and complex. The major problems can be listed under the following headings:

1. Draft board clearances, November 1940 to April 1941, 144.
2. Separation allowances.
3. Housing: (*a*) Rentals increasing. Complicated by the fact of demolition of homes in slum areas for housing projects with the housing projects not yet completed and an influx of defense workers.
4. Defense workers: Great increase in number of women wanting to work, making a difficult situation in the child-care group accruing from inadequate foster care for children.
5. Out-of-town inquiries: Our intake of out-of-town collaterals has vastly increased in the last 6 months. New phase in this particular effort is agencies in other cities throughout the country seeking information relative to fathers of families who have come here to secure employment and whose families, we assume, from the correspondence forwarded, are evidently on relief in their home towns.
6. Anticipated needs: It is serious to contemplate, but unless the housing situation should meet with a thorough adjustment, a health problem possibly along epidemic lines might be a normal anticipation.

See copy of department of public welfare report attached which is highly revealing and illuminating.

*Stratford Welfare Department.*—No new or increased demands for service. Shortage of low-priced rents very noticeable but this existed before the defense program.

*Salvation Army.*—Not facing any serious problems except April 1940 had only 14 applicants for meals and in 1941, 104; March 1940, 226; March 1941, 203. Insufficient statistical material.

*Bureau of child welfare.*—The defense program has not affected the number of neglected and uncared for children committed either to the commissioner of welfare or the Fairfield County Commission.

*Woodfield.*—1. New and increased demands for service have already been placed upon our agency as a result of the defense program:

(*a*) Applications for care of children when both parents are working.

(*b*) Clerical and other office work involved in furnishing birth certificates for former residents of the orphanage since certificates are required in obtaining employment in defense industries.

(*c*) Request for mothers helpers to replace factory workers.

2. New problems:

(*a*) Filling of vacancies on the staff from position of maid to that of case supervisor. Our summer recreational director has been called for Army service and we have almost come to the conclusion that this position cannot be filled.

(*b*) Difficulty in obtaining houses or for single women in obtaining rooms when the houses where they have been living have been sold or rented at higher prices.

3. Advantages resulting from defense program:

(*a*) Rehabilitation of families being helped by housing project.

(*b*) Increased employment allows parents to carry out their desire to contribute more largely to support of children.

*Associated Charities.*—Increase in number of applications for nursery care.

*International Institute.*—We should like to say that our demands began last fall. During and after the alien registration, we have had many more contacts with factories and other business houses as citizenship is demanded for work.

Not only in working on naturalization problems has this increase been felt, but in locating birth certificate or proofs of birth throughout the country. We feel that this demand will continue, as there are 19,000 aliens in Bridgeport and all business houses have not demanded citizenship.

In considering naturalization problems, the demand has been much larger for men and women who became citizens through their father's naturalization to obtain papers for themselves. This type of citizenship that we call "derivative" takes much more time and exploration than the ordinary citizenship paper, and we feel that this type is growing.

One reason for more work in citizenship is that women as well as men are obtaining work and they have to have papers and proof which they have not had while staying at home.

Another problem which has been referred to us by the factories, but which is not alone a factory problem, is that of men and women illegally in the country. In some instances, these people are kept in their positions while we work to clear their entry.

To show the increase due to the need of citizenship for employment—

| September 1939 through April 1940: | | September 1940 through April 1941: | |
|---|---|---|---|
| Individuals served | 2,090 | Individuals served | 2,987 |
| Naturalization problems | 1,907 | Naturalization problems | 2,819 |
| Illegal entry problems | 26 | Illegal entry problems | 117 |

*Mental Hygiene Society.*—Out of 33 cases referred since January and accepted, there were 11 in which either both parents are working or out of the home for some reasons. It seems fairly clearly indicated that the lack of proper parental supervision is at the root of the difficulty in these cases.

*American Red Cross.*—Lack of sufficient space is their biggest limitation.

*Fairfield Family Welfare Society.*—The following new services have been required as a result of the defense programs:

Forty-one draft investigations received to date.

Service of the general secretary and a member of the staff on subcommittees of the disaster preparedness and relief committee of the American Red Cross.

Increased need for planning with families regarding evictions, increase of rents, etc.

Planning for families whose wage earner has been called in the Reserves, with service given in helping the families to request a separation allowance.

Planning with other agencies to assist all members of families under care to receive vocational tests and training in order to secure employment in the defense programs.

Assisting members of families to secure employment made available by the drawing of usual workers to the defense industries. These members of the families had formerly been rejected by industry as being too old, untrained, etc.

Greater assistance required in assisting a small number of aliens to locate work when they could not be accepted in the defense program.

Assistance to aliens in interpretation of the alien-registration program.

Cooperation with agencies handling alien problems in securing information needed by immigration authorities in settling questions of citizenship and illegal entry.

Mr. Riley. As exhibit 11, I offer a statistical report relating to the migration of motor-vehicle operators, submitted by the Connecticut Department of Motor Vehicles.

[The report referred to above is as follows:]

## Exhibit 11.—Migration of Motor Vehicle Operators

### REPORT BY STATE OF CONNECTICUT DEPARTMENT OF MOTOR VEHICLES, SAFETY-PROMOTION SECTION, CALENDAR YEAR 1940

| | |
|---|---|
| Total number of applicants examined and passed | 55,887 |
| Total number of applicants from other States examined and passed | 17,163 |
| Total number of operators licenses issued | 580,222 |
| Total number of temporary registration plates issued | 9,404 |

The following tabulation is based upon a study of 1,000 applicants during the year of 1941. This group of applicants was divided into 10 sections of 100 applicants. The percentage between the sections varies little and it is assumed the tabulation presents a reasonably accurate picture for the year.

*Origin of applicants from other States*

| State and number of applicants: | | State and number of applicants—Cont.: | |
|---|---|---|---|
| Maine | 461 | New York | 6,547 |
| New Hampshire | 388 | New Jersey | 510 |
| Vermont | 316 | Pennsylvania | 1,359 |
| Massachusetts | 3,544 | Ohio | 510 |
| Rhode Island | 510 | Michigan | 316 |
| All other States | 2,525 | California | 267 |

In connection with the same study it was developed that a very large percentage of those persons migrating from other States were residents of Connecticut for at least 6 months before securing a Connecticut license. Consequently, a tabulation by States was not made.

*Gasoline consumption in gallons, by months*

| | 1940 | 1941 | | 1940 | 1941 |
|---|---|---|---|---|---|
| January | 25,075,280 | 27,436,021 | August | 38,246,842 | ---------- |
| February | 22,646,360 | 26,190,070 | September | 33,570,911 | ---------- |
| March | 24,997,825 | 29,075,429 | October | 34,124,233 | ---------- |
| April | 27,413,782 | 32,272,272 | November | 31,428,696 | ---------- |
| May | 31,805,378 | 36,877,019 | December | 30,088,380 | ---------- |
| June | 34,831,493 | ---------- | | | |
| July | 35,056,376 | ---------- | Total consumption in gallons for 1940 | 369,285,556 | ---------- |

On the basis of the population of the various States, Massachusetts sent a higher proportion of her residents into Connecticut than did any other State, followed closely by Rhode Island and New Hampshire.

The ratio of those securing Connecticut licenses to the total population of their home State is as follows:

| | | | |
|---|---|---|---|
| Massachusetts | 1 in 1,200 | New York | 1 in 2,000 |
| New Hampshire | 1 in 1,300 | Pennsylvania | 1 in 7,000 |
| Rhode Island | 1 in 1,400 | New Jersey | 1 in 8,000 |
| Maine | 1 in 1,800 | Ohio | 1 in 13,500 |

Several studies have been made in other years to determine how many applicants have migrated from New York and Rhode Island. In some instances Massachusetts and New Jersey applicants were included.

The figures for 1933, 1934, and 1935 are estimated on the basis of a study made for April of each year. The figures for 1937 are actual and those for 1940 on the basis of a study made of 1,000 applicants. The tabulation:

| State | 1933 | 1934 | 1935 | 1937 | 1940 |
|---|---|---|---|---|---|
| New York | 3,933 | 3,671 | 4,243 | 4,933 | 6,457 |
| Rhode Island | 433 | 414 | 333 | 504 | 510 |
| Massachusetts | 2,166 | 2,267 | 2,409 | ---------- | 3,544 |
| New Jersey | 533 | 540 | 667 | ---------- | 510 |
| Other States, not Connecticut | 3,500 | 4,174 | 3,743 | [1] 18,236 | 6,142 |
| Lapsed Connecticut requiring new test | 4,767 | 6,927 | 7,133 | ---------- | 7,113 |
| New drivers not previously licensed | 17,994 | 21,577 | 21,805 | 32,382 | 31,611 |
| Total applicants examined | 33,326 | 39,570 | 40,333 | 56,055 | 55,887 |

[1] Including Massachusetts, Rhode Island, and Connecticut.

*State of previous license*

[5 groups of 500 applicants examined for driver's license, 1940–41. In the first 2 groups no attention was paid to date of entry into Connecticut. Those in the last 3 groups came in 1940–41]

| State of previous license | First 500 | Second 500 | Third 500 | Fourth 500 | Fifth 500 | Total | Percent |
|---|---|---|---|---|---|---|---|
| Alabama | 1 | | 1 | | | 2 | 0.08 |
| Arizona | | 1 | | | | 1 | .04 |
| California | 4 | | 1 | | 2 | 7 | .28 |
| Colorado | 1 | | 4 | | | 5 | .20 |
| Florida | | 2 | | 1 | | 3 | .12 |
| Georgia | | | | 1 | | 1 | .04 |
| Idaho | 1 | | | | | 1 | .04 |
| Illinois | 1 | 1 | | 1 | 3 | 6 | .24 |
| Indiana | 2 | 1 | 1 | | | 4 | .16 |
| Iowa | 1 | 2 | | | | 3 | .12 |
| Kansas | 1 | | 1 | 1 | | 3 | .12 |
| Kentucky | | | | | 2 | 2 | .08 |
| Louisiana | | 1 | | | | 1 | .04 |
| Maine | 3 | 4 | 7 | 11 | 12 | 37 | 1.48 |
| Maryland | 1 | 1 | 1 | | 2 | 5 | .20 |
| Massachusetts | 31 | 24 | 37 | 22 | 26 | 140 | 5.60 |
| Michigan | 2 | 3 | | 2 | | 7 | .28 |
| Minnesota | 1 | | 2 | 1 | | 4 | .16 |
| Missouri | | | | | 1 | 1 | .04 |
| Montana | | | | 1 | | 1 | .04 |
| Nebraska | | | 1 | 1 | 1 | 3 | .12 |
| Nevada | 1 | | | | | 1 | .04 |
| New Hampshire | 4 | 2 | 7 | 11 | 6 | 30 | 1.20 |
| New Jersey | 6 | 2 | 4 | 7 | 8 | 27 | 1.08 |
| New York | 55 | 45 | 56 | 29 | 32 | 217 | 8.68 |
| North Carolina | 2 | 2 | | | | 4 | .16 |
| Ohio | 5 | 3 | 6 | | | 14 | .56 |
| Oklahoma | | | 1 | | | 1 | .04 |
| Pennsylvania | 10 | 11 | 10 | 7 | 13 | 51 | 2.04 |
| Rhode Island | 3 | 5 | 2 | 9 | 4 | 23 | .92 |
| South Carolina | | 1 | | 2 | 1 | 4 | .16 |
| Texas | | 1 | | 1 | 1 | 3 | .12 |
| Vermont | 3 | 2 | 1 | 7 | 4 | 17 | .68 |
| Virginia | 2 | | 1 | 1 | 1 | 5 | .20 |
| Washington | | | | 2 | | 2 | .08 |
| Wisconsin | | | | 1 | 1 | 2 | .08 |
| Territory of Hawaii | | 1 | | | | 1 | .04 |
| Canada | 1 | | | 2 | 1 | 4 | .16 |
| England | 1 | 1 | 3 | | 1 | 6 | .24 |
| Other countries | 2 | 5 | 5 | 1 | 4 | 17 | .68 |
| Total | 145 | 121 | 152 | 122 | 126 | 666 | 26.64 |

Mr. RILEY. I offer, as exhibit 12, a résumé of the trailer-home situation in Hartford, prepared by Mr. David L. Moore, of the Trailer Dealers' National Association.

The résumé referred to above is as follows:)

## EXHIBIT 12.—MOBILE HOUSING

### REPORT BY DAVID L. MOORE, GOVERNOR, TRAILER DEALERS' NATIONAL ASSOCIATION

As far back as 1936, trailer coaches in a much smaller size than are now manufactured began to appear in the role of housing substitutes, instead of the camping and touring uses for which they were originally devised.

Mr. Roger W. Babson's much publicized statement at that time as to the alarming proportion of citizenry which was destined to adopt this form of housing unduly alarmed municipal authorities and thereby set in motion a wave of unduly restrictive legislation against their occupancy except as touring vehicles. Both Hartford and West Hartford immediately ruled that under existing building and sanitation ordinances, an occupied trailer coach was automatically barred, and that ruling has been rigorously enforced since.

This complete ban of mobile housing units has already resulted in several amusing but exasperating repercussions, with relation to temporary defense housing. Just this past winter, the authorities of Hartford suddenly decided that what had hitherto been a local anathema would be most acceptable if trailer coaches could be donated by the Federal Government. Due to the complete ignorance of Hartford's citizenry as to what a modern trailer affords in comfort and sanitation, or as to the high personal caliber of defense workers occupying same, such a storm of protest arose over the location of a suitable trailer park for the Government-owned trailers that the idea was abandoned.

In one ward meeting a woman property owner protested that she would "be afraid to have packages left on her porch" with defense workers living in trailers nearby. (There has been no complaint to date of purloined packages by defense workers who have to step over on the way to their $15-per-week room.)

### COMMUTATION FROM TRAILERS

Particularly pertinent to defense migration is the fact that defense workers who arrive here with sizable investments in trailer coaches and cars are forced to commute great distances to and from their work from the remote districts where they are permitted to park without being bedeviled by police officers, sanitary inspectors, building inspectors, members of the zoning board, and the S. P. C. A. This enforced commutation does not tie in well with the now proposed gasoline economy program.

The utmost in incongruity is the case of several Army and Navy inspectors, in the employ of the United States Government, who are now forced to commute some distance and through as bad traffic conditions as exist anywhere in the Nation, to perform their official duties.

### BILL TO DEBAR RIGHTS TO TRAILER DWELLERS

While Connecticut as a State has been cooperative with residents who use trailers for camping, one overzealous State legislator recently introduced a bill, which fortunately was tabled, to debar entirely the rights of settlement to trailer occupants.

It is apparent that the greatest need today of migratory defense workers who have invested their own capital in mobile housing is Federal assistance in obtaining relief from the multitude of local ordinances and rulings that violate in spirit, if not in fact, article IV of the Bill of Rights. This states that "The rights of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated. * * *"

Mr. Riley. I offer, as exhibit 13, a group of reports on conditions in the city of Waterbury, including:

(a) Statement by Mayor Vincent A. Scully; (b) statement by Dr. Edward J. Godfrey, health officer; (*c*) statistical report submitted by Mr. Frank J. Green, secretary of the Waterbury Chamber of Commerce.

(The material referred to above is as follows:)

## Exhibit 13–A.—Defense Problems in Waterbury, Conn.

### REPORT BY MAYOR VINCENT A. SCULLY, OF WATERBURY, CONN.

The present problem in Waterbury since June 1940, occasioned by the requirements of defense industries, is the question of an adequate supply of water. We feel that, as far as it can be estimated, the housing situation for defense workers may be adequately covered by the 300 units to be installed during the present year.

That question has no relation, however, to the general question of low cost housing which is a matter of continuing interest to the city of Waterbury. The reason that the water question is paramount is that the city of Waterbury owns and operates three reservoirs in Litchfield County and they supply practically all the water used in the city of Waterbury by means of a 10 mile, 36-inch pipe line. This pipe line has been in use since 1894 and in constant daily use since 1895. It has been supplying water to Waterbury for domestic and industrial consumption at a rate upwards to 14 or 15 million gallons a day without the opportunity being afforded to check, repair or inspect the line.

Due to the demands of the defense requirements in Waterbury, it is of vital importance that a continuing water supply be guaranteed as far as it is humanly possible. To that end, plans are being made to put an additional pipe line into operation in conjunction with a new reservoir in the same reservoir area in Litchfield County. Waterbury is one of the leading industrial communities in the State of Connecticut and its factories are engaged in producing millions of dollars of defense supplies which requires the use of considerable water.

Under normal circumstances the question of having a safe system of transporting water would be of great importance to the city of Waterbury, but under existing conditions when the transportation means so much to the industrial life of the city and the success of the defense program, generally, the situation becomes even more important. This problem has become more acute than ever since June 1940.

### PROBLEM OF SEWERAGE

The question of sewage in relation to the city of Waterbury is of great importance also because with an increased population, caused by the defense boom, sewage which is now, and has been for years, emptied into the Naugatuck River makes more acute than ever the health problem, Eventually the Naugatuck River will be clear of sewage and cities such as Waterbury will have a sewage-disposal plant to accomplish this purpose.

The city of Waterbury has done a great deal toward this end but it is still necessary to install a main carrier system from the side of the disposal plant up and along the Mad River which empties into the Naugatuck River. This carrier system will care for the most populous part of the city of Waterbury. This is the question that will become increasingly important as time goes on and particularly as the population of the city increases.

### SCHOOLS

We feel that we have adequate school facilities to absorb the increase that may be expected in our school population. Naturally we are talking about the present situation and the possibilities for a year or so in the future because we do not attempt to read the future or its requirements with accuracy.

### RECREATION PROBLEMS

Our recreation problems are of great concern to all of us and particularly to our park department which has charge of these matters. In Waterbury the park system and recreation system is in charge of a park commission which is almost entirely financed by appropriations from the city of Waterbury. The question that comes to mind in connection with recreation facilities is that a growing number of people, men and women, are going into defense industries, and this means that an increasingly large number of children are the responsibility of the community as far as recreation goes. We expect that from time to time the need of additional recreation centers and equipment will be a problem which should receive prompt attention. I suggest to your committee that this question is of paramount importance, because the welfare and health of the growing population must not be overlooked, despite the fact that there are many other pressing problems at hand.

Naturally the situation since June of 1940 has presented a question of the need of additional fire-fighting personnel and equipment. I do not especially emphasize this matter before this committee because I feel that it is particularly a defense problem which will receive attention from the office of Maj. F. H. LaGuardia, director of civilian defense.

## Exhibit 13–B.—Health Conditions in Waterbury

### REPORT BY E. J. GODFREY, M. D., HEALTH OFFICER, WATERBURY, CONN.

The population for Waterbury, census for 1940, was given as 99,314. The census was taken on April 1, 1940. The midyear population estimates, or the population as of July 1 of any year, is customarily used in the compilation of statistics.

Since this city showed a decrease in population in 1940 over 1930 no adjustment has been made, the census as of April 1, 1940, being taken as the population for July 1, 1940, which figure has been used in any computations that follow. We know that there has been an increase in the population since that time, chiefly because of the vast expansion of war industries. We base our conclusions on the following facts: (*a*) Influx of nonresident skilled and nonskilled labor for defense work; (*b*) acute housing shortage; (*c*) overcrowding of present available places of abode.

In comparing the figures for the first 5 months of 1940 with those for the same period for 1941 we find the gross death rate remained practically the same. The infant and tuberculosis mortality showed a decline. There was a slight increase in the total number of communicable diseases reported. A detailed statistical analysis follows:

*Waterbury, Conn.*

| | 1940 (January–May, inclusive) | 1941 (January–May, inclusive) |
|---|---|---|
| Total births | 644 | 645 |
| Total deaths | 446 | 450 |
| Total deaths under 1 year | 32 | 26 |
| Total cases of communicable diseases | 446 | 609 |
| Total deaths from communicable diseases | 48 | 43 |
| DEATHS UNDER 1 YEAR (BY CAUSE) | | |
| Whooping cough | 0 | 1 |
| Cerebrospinal meningitis | 1 | 0 |
| Cerebral hemorrhage | 2 | 2 |
| Hemorrhagic infarction | 1 | 0 |
| Diarrhoea under 2 years | 2 | 0 |
| Congenital malformations | 7 | 3 |
| Congenital debility | 2 | 0 |
| Premature birth | 13 | 7 |
| Injury at birth | 2 | 2 |
| Other diseases of early infancy | 1 | 6 |
| Ill-defined | 1 | 0 |
| Disease of thymus gland | 0 | 1 |
| Accidental suffocation | 0 | 1 |
| Disease of heart | 0 | 1 |
| Bronchopneumonia | 0 | 2 |
| CASES OF COMMUNICABLE DISEASES | | |
| Typhoid fever | 1 | 0 |
| Undulant fever | 2 | 1 |
| Cerebrospinal meningitis | 2 | 0 |
| Scarlet fever | 150 | 18 |
| Whooping cough | 4 | 43 |
| Diphtheria | 5 | 2 |
| Tuberculosis, respiratory | 53 | 40 |
| Tuberculosis, meninges | 1 | 2 |
| Tuberculosis, joints | 1 | 1 |
| Tuberculosis, genitourinary tract | 1 | 1 |
| Gonorrhea | 19 | 23 |
| Syphilis | 56 | 71 |
| Influenza | 4 | 52 |
| Measles | 12 | 115 |
| Chickenpox | 29 | 81 |
| German measles | 1 | 10 |
| Mumps | 2 | 39 |
| Bronchial pneumonia | 19 | 45 |
| Lobar pneumonia | 83 | 62 |
| Septic sore throat | 1 | 1 |
| Trichinosis | 0 | 2 |
| Total | 446 | 609 |

| | 1940 (January–May, inclusive) | 1941 (January–May, inclusive) |
|---|---|---|
| DEATHS FROM COMMUNICABLE DISEASES | | |
| Cerebrospinal meningitis | 2 | 0 |
| Whooping cough | 0 | 1 |
| Tuberculosis, respiratory | 21 | 19 |
| Tuberculosis, meninges | 3 | 2 |
| Tuberculosis, joints | 0 | 1 |
| Tuberculosis, disseminated | 1 | 0 |
| Tuberculosis, genitourinary tract | 0 | 1 |
| Syphilis | 0 | 2 |
| Influenza | 1 | 5 |
| Bronchial pneumonia | 3 | 6 |
| Lobar pneumonia | 17 | 6 |
| Total | 48 | 43 |
| TOTAL DEATHS (BY CAUSE) | | |
| Cerebro spinal meningitis | 2 | 0 |
| Whooping cough | 0 | 1 |
| Erysipelas | 1 | 0 |
| Tuberculosis, respiratory | 21 | 19 |
| Tuberculosis, meninges | 3 | 2 |
| Tuberculosis, joints | 0 | 1 |
| Tuberculosis, disseminated | 1 | 0 |
| Tuberculosis, genitourinary tract | 0 | 1 |
| Influenza | 1 | 5 |
| Syphilis | 0 | 2 |
| Cancer and other tumors | 54 | 62 |
| Rheumatism—nutritional dis | 11 | 15 |
| Diseases of the blood | 8 | 4 |
| Alcoholism | 5 | 0 |
| Diseases of the nervous system | 58 | 69 |
| Diseases of circulatory system | 166 | 171 |
| Bronchial pneumonia | 3 | 6 |
| Lobar pneumonia | 17 | 6 |
| Other respiratory diseases | 8 | 4 |
| Ulcers of the stomach | 2 | 3 |
| Diarrhea under 2 years | 2 | 0 |
| Diarrhea over 2 years | 1 | 1 |
| Appendicitis | 2 | 5 |
| Intestinal obstruction | 5 | 3 |
| Other diseases, digestive tract | 4 | 7 |
| Nephritis | 9 | 10 |
| Diseases of the genitourniary system | 3 | 3 |
| Diseases of pregnancy | 4 | 2 |
| Diseases of bones | 1 | 1 |
| Congenital malformation | 7 | 3 |
| Diseases of early infancy | 18 | 15 |
| Senility | 1 | 1 |
| Suicides | 7 | 7 |
| Auto accidents | 7 | 5 |
| Other accidents | 9 | 16 |
| Ill-defined | 5 | 0 |
| Total | 446 | 450 |

## Exhibit 13–C.—Employment and Business Indexes of Waterbury, Conn.

*Total employment, manufacturing concerns, public utilities, retail stores, etc.*

| | 1929 | 1930 | 1931 | 1932 | 1933 | 1934 | 1935 | 1936 | 1937 | 1938 | 1939 | 1940 | 1941 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| January | 35, 030 | 30, 688 | 28, 416 | 25, 946 | 23, 234 | 28, 403 | 28, 875 | 32, 055 | 36, 803 | 30, 830 | 32, 068 | 35, 302 | 41, 959 |
| February | 35, 349 | 30, 634 | 28, 506 | 25, 815 | 23, 552 | 29, 001 | 28, 970 | 32, 025 | 36, 994 | 30, 974 | 32, 208 | 35, 098 | 43, 275 |
| March | 35, 481 | 30, 226 | 28, 231 | 25, 531 | 23, 026 | 29, 638 | 28, 864 | 31, 899 | 37, 676 | 30, 633 | 32, 204 | 35, 204 | 43, 899 |
| April | 35, 529 | 30, 104 | 28, 247 | 24, 791 | 23, 021 | 30, 081 | 28, 747 | 31, 935 | 37, 882 | 30, 491 | 32, 223 | 35, 105 | 44, 510 |
| May | 35, 522 | 29, 916 | 28, 428 | 24, 377 | 24, 294 | 30, 864 | 29, 057 | 31, 902 | 37, 672 | 30, 102 | 32, 073 | 34, 750 | 45, 348 |
| June | 35, 543 | 29, 269 | 28, 528 | 23, 460 | 26, 068 | 29, 319 | 28, 827 | 31, 961 | 36, 939 | 29, 915 | 32, 165 | 35, 349 | 45, 750 |
| July | 35, 398 | 29, 768 | 38, 232 | 23, 518 | 27, 824 | 28, 775 | 28, 168 | 32, 586 | 36, 987 | 30, 616 | 32, 307 | 35, 977 | ------ |
| August | 35, 367 | 28, 519 | 27, 817 | 23, 680 | 29, 111 | 28, 785 | 29, 172 | 33, 146 | 37, 240 | 31, 093 | 32, 692 | 37, 033 | ------ |
| September | 35, 038 | 28, 798 | 27, 396 | 24, 343 | 30, 756 | 29, 032 | 30, 994 | 34, 519 | 36, 748 | 31, 518 | 34, 083 | 38, 123 | ------ |
| October | 34, 562 | 29, 045 | 27, 339 | 25, 479 | 31, 029 | 29, 145 | 32, 264 | 35, 530 | 36, 072 | 31, 999 | 35, 558 | 39, 394 | ------ |
| November | 33, 871 | 29, 160 | 27, 153 | 25, 252 | 30, 360 | 29, 057 | 32, 471 | 36, 007 | 34, 813 | 32, 256 | 36, 275 | 40, 407 | ------ |
| December | 32, 692 | 29, 169 | 26, 400 | 24, 616 | 28, 594 | 29, 219 | 32, 110 | 36, 683 | 31, 657 | 31, 985 | 36, 527 | 41, 053 | ------ |
| Average monthly | 34, 949 | 29, 608 | 27, 891 | 24, 734 | 26, 739 | 29, 276 | 29, 876 | 33, 354 | 36, 457 | 31, 034 | 33, 365 | 36, 900 | ------ |

### *Monthly business survey, Waterbury, Conn.*

MONTH OF JUNE 1940

| | Month of June 1940 | Compared with May 1940 | Compared with June 1939 |
|---|---|---|---|
| Bank clearings | $7, 142, 600. 00 | [1] $2, 130, 000. 00 | [1] $642, 600. 00 |
| Bank debits | $29, 097, 438. 69 | [1] $5, 936, 256. 84 | [2] $782, 845. 20 |
| Bank savings | $47, 105, 835. 14 | [1] $29, 205. 35 | [2] $1, 672, 708. 09 |
| Building permits: | | | |
| Number | 81 | [1] 7 | [2] 23 |
| Value | $201, 755. 00 | [1] $10, 885. 00 | [2] $116, 755. 00 |
| Births | 182 | [2] 17 | [2] 7 |
| Deaths | 89 | [1] 15 | [2] 5 |
| Electricity, Kilowatt-hours | 16, 328, 927 | [1] 573, 749 | [2] 1, 664, 238 |
| Employment: | | | |
| Total employed in manufacturing, retail stores, and public utilities | 35, 349 | [2] 599 | [2] 3, 184 |
| Eight largest manufacturing concerns | 18, 776 | [2] 415 | [2] 2, 508 |
| Freight tonnage: | | | |
| Less-than-carload cars received, tons | 2, 344 | [1] 150 | [1] 35 |
| Carload cars received, tons | 43, 556 | [1] 978 | [1] 1, 491 |
| Less-than-carload cars forwarded, tons | 4, 066 | [1] 107 | [1] 117 |
| Carload cars forwarded, tons | 6, 419 | [2] 1, 239 | [2] 2, 680 |
| Gas, cubic feet | 82, 293, 000 | [1] 4, 295, 000 | [2] 5, 243, 000 |
| Health: | | | |
| Cases of communicable disease | 46 | [1] 8 | [2] 1 |
| Deaths resulting therefrom | 4 | [1] 2 | [1] 2 |
| Marriages | 145 | [2] 85 | [2] 52 |
| New families | 18 | ------ | ------ |
| Postal receipts | $40, 831. 61 | [1] $4, 117. 20 | [1] $3, 895. 27 |
| Telephones | 19, 978 | [2] 28 | [2] 1, 117 |

---

[1] Decrease.
[2] Increase.

*Monthly business survey, Waterbury, Conn.*—Continued

MONTH OF JULY 1940

| | Month of July 1940 | Compared with June, 1940 | Compared with July, 1939 |
|---|---|---|---|
| Bank clearings | $6.617.400.00 | [1] $525,200 00 | [2] $660,700.00 |
| Bank debits | $28,569,630 34 | [1] $527,808.35 | [2] $3,571,164.29 |
| Bank savings | $47,513,965.84 | [2] $408,130.70 | [2] $1,798,930.79 |
| Building permits: | | | |
| Number | 67 | [1] 14 | [2] 26 |
| Value | $103,460.00 | [1] $98,295.00 | [2] $28,960.00 |
| Births | 196 | [2] 14 | [2] 28 |
| Deaths | 94 | [2] 5 | [2] 6 |
| Electricity, kilowatt-hours | 14,402,561 | [1] 1,926,366 | [2] 917,169 |
| Employment: | | | |
| Total employed in manufacturing, retail stores, and public utilities | 35,977 | [2] 628 | [2] 3,670 |
| Eight largest manufacturing concerns | 19,119 | [2] 343 | [2] 2,762 |
| Freight tonnage: | | | |
| Less-than-carload cars received, tons | 2,326 | [1] 18 | [1] 22 |
| Carload cars received, tons | 51,028 | [2] 7,472 | [2] 9,886 |
| Less-than-carload cars forwarded, tons | 3,844 | [1] 222 | [1] 21 |
| Carload cars forwarded, tons | 6,374 | [1] 45 | [2] 2,700 |
| Gas, cubic feet | 84,094,000 | [2] 1,801,000 | [2] 11,863,000 |
| Health: | | | |
| Cases of communicable disease | 41 | [1] 5 | [1] 14 |
| Deaths resulting therefrom | 2 | [1] 2 | [1] 1 |
| Marriages | 77 | [1] 68 | [1] 20 |
| New families | 42 | | |
| Postal receipts | $42,715.50 | [2] $1,883.89 | [2] $3,485.55 |
| Telephones | 20,054 | [2] 76 | [2] 1,225 |

[1] Decrease.
[2] Increase.

MONTH OF AUGUST 1940

| | Month of August 1940 | Compared with July 1940 | Compared with August 1939 |
|---|---|---|---|
| Bank clearings | $6,855,200.00 | [2] $237,800.00 | [2] $1,130,300.00 |
| Bank debits | $29,905,715.32 | [2] $1,336,084.98 | [2] $5,189,244.58 |
| Bank savings | $47,497,453.85 | [1] $16.511.99 | [2] $1,865,318.43 |
| Building permits: | | | |
| Number | 65 | [1] 2 | [2] 3 |
| Value | $204,935.00 | [2] $101,475.00 | [1] $16,215.00 |
| Births | 208 | [2] 12 | [2] 27 |
| Deaths | 64 | [1] 30 | [2] 1 |
| Electricity, kilowatt-hours | 17,200,883 | [2] 2,798,322 | [2] 2,059,453 |
| Employment: | | | |
| Total employed in manufacturing, retail stores and public utilities | 37,033 | [2] 1,056 | [2] 4,341 |
| 8 largest manufacturing concerns | 19,955 | [2] 836 | [2] 3,339 |
| Freight tonnage: | | | |
| Less-than-carload cars received, tons | 3,141 | [2] 815 | [1] 2 |
| Carload cars received, tons | 64,402 | [2] 13,374 | [2] 22,068 |
| Less-than-carload cars forwarded, tons | 5,084 | [2] 1,240 | [1] 70 |
| Carload cars forwarded, tons | 9,874 | [2] 3.500 | [2] 5,194 |
| Gas, cubic feet | 76,066,800 | [1] 8,027,200 | [2] 5,329,800 |
| Health: | | | |
| Cases of communicable disease | 32 | [1] 9 | [2] 1 |
| Deaths resulting therefrom | 2 | [3] | [3] |
| Marriages | 93 | [2] 16 | [2] 24 |
| New families | 69 | | |
| Postal receipts | $42,571.68 | [1] $143.82 | [2] $3,035.68 |
| Telephones | 20,130 | [2] 76 | [2] 1,266 |

[1] Decrease.
[2] Increase.
[3] No change.

*Monthly business survey, Waterbury, Conn.*—Continued

### MONTH OF SEPTEMBER 1940

| | Month of September 1940 | Compared with August 1940 | Compared with September 1939 |
|---|---|---|---|
| Bank clearings | $6,408,800.00 | [1] $446,400.00 | [2] $425,400.00 |
| Bank debits | $28,456,947.38 | [1] $1,448,767.94 | [2] $1,097,476.10 |
| Bank savings | $47,476,358.36 | [1] $21,095.49 | [2] $1,999,129.98 |
| Building permits: | | | |
| Number | 73 | [2] 8 | [2] 26 |
| Value | $104,870.00 | [1] $100,065.00 | [1] $6,830.00 |
| Births | 168 | [1] 40 | [2] 5 |
| Deaths | 90 | [2] 26 | [2] 4 |
| Electricity, kilowatt-hours | 17,525,822 | [2] 324,939 | [2] 2,514,314 |
| Employment: | | | |
| Total employed in manufacturing, retail stores and public utilities | 38,123 | [2] 1,090 | [2] 4,040 |
| Eight largest manufacturing concerns | 20,675 | [2] 720 | [2] 2,892 |
| Freight tonnage: | | | |
| Less than carload cars received, tons | 2,996 | [1] 145 | [1] 138 |
| Carload cars received, tons | 67,616 | [2] 3,214 | [2] 5,222 |
| Less than carload cars forwarded, tons | 4,643 | [1] 441 | [1] 506 |
| Carload cars forwarded, tons | 11,679 | [2] 1,805 | [2] 7,250 |
| Gas, cubic feet | 87,402,000 | [2] 11,335,200 | [2] 10,657,000 |
| Health: | | | |
| Cases of communicable disease | 29 | [1] 3 | [2] 11 |
| Deaths resulting therefrom | 4 | [2] 2 | [2] 2 |
| Marriages | 120 | [2] 27 | [2] 19 |
| New families | 43 | | |
| Postal receipts | $49,124.55 | [2] $6,552.87 | [2] $3,794.65 |
| Telephones | 20,280 | [2] 150 | [2] 1,314 |

[1] Decrease.
[2] Increase.

### MONTH OF OCTOBER 1940

| | Month of October 1940 | Compared with September 1940 | Compared with October 1939 |
|---|---|---|---|
| Bank clearings | $7,817,500.00 | [2] $1,408,700.00 | [2] $839,600.00 |
| Bank debits | $36,296,733.02 | [2] $7,839,785 64 | [2] $6,403,159.49 |
| Bank savings | $47,949,366.21 | [2] $473,007.85 | [2] $2,121,530.99 |
| Building permits: | | | |
| Number | 91 | [2] 18 | [2] 34 |
| Value | $198,275.00 | [2] $93,405.00 | [2] $61,250.00 |
| Births | 183 | [2] 15 | [2] 19 |
| Deaths | 88 | [1] 2 | [2] 4 |
| Electricity, kilowatt-hour | 20,002,639 | [2] 2,476,817 | [2] 2,886,914 |
| Employment: | | | |
| Total employed in manufacturing, retail stores and public utilities | 39.394 | [2] 1.271 | [2] 3,836 |
| Eight largest manufacturing concerns | 21,646 | [2] 971 | [2] 2,735 |
| Freight tonnage: | | | |
| Less-than-carload cars received, tons | 3,844 | [2] 848 | [2] 538 |
| Carload cars received, tons | 80,242 | [2] 12.626 | [2] 6,945 |
| Less-than-carload cars forwarded, tons | 5,834 | [2] 1,191 | [2] 166 |
| Carload cars forwarded, tons | 13.231 | [2] 1,552 | [2] 6,101 |
| Gas, cubic feet | 96,264,000 | [2] 8,862,000 | [2] 14,631,000 |
| Health: | | | |
| Cases of communicable disease | 39 | [2] 10 | [1] 21 |
| Deaths resulting therefrom | 3 | [1] 1 | [2] 2 |
| Marriages | 104 | [1] 16 | [2] 44 |
| New families | 57 | | |
| Postal receipts | $54,452.56 | [2] $5,328.01 | [2] $3,755.17 |
| Telephones | 20,516 | [2] 236 | [2] 1,316 |

[1] Decrease.
[2] Increase.

*Monthly business survey, Waterbury, Conn.*—Continued

### MONTH OF NOVEMBER 1940

| | Month of November 1940 | Compared with October 1940 | Compared with November 1939 |
|---|---|---|---|
| Bank clearings | $7, 762, 400. 00 | [1] $55, 100. 00 | [2] $526, 100. 00 |
| Bank debits | $33, 671, 011. 19 | [1] $2, 625, 721. 83 | [2] $2, 676, 763. 40 |
| Bank savings | $48, 140, 113. 40 | [2] $190, 747. 19 | [2] $2, 226, 469. 16 |
| Building permits: | | | |
| Number | 48 | [1] 43 | [2] 10 |
| Value | $90, 170. 00 | [1] $108, 105. 00 | [2] $2, 170. 00 |
| Births | 178 | [1] 5 | [2] 26 |
| Deaths | 115 | [2] 27 | [2] 37 |
| Electricity, kilowatt-hours | 19, 351, 386 | [1] 651, 253 | [2] 1, 259, 182 |
| Employment: | | | |
| Total employed in manufacturing, retail stores, and public utilities | 40, 407 | [2] 1, 013 | [2] 4, 132 |
| Eight largest manufacturing concerns | 22, 269 | [2] 622 | [2] 2, 657 |
| Freight tonnage: | | | |
| Less than carload cars received, tons | 3, 258 | [1] 586 | [2] 216 |
| Carload cars received, tons | 66, 817 | [1] 13, 425 | [2] 9, 677 |
| Less than carload cars forwarded, tons | 4, 969 | [1] 865 | [1] 291 |
| Carload cars forwarded, tons | 12, 741 | [1] 490 | [2] 5, 339 |
| Gas, cubic feet | 100, 411, 000 | [2] 4, 147, 000 | [2] 12, 581, 000 |
| Health: | | | |
| Cases of communicable disease | 62 | [2] 23 | [2] 14 |
| Deaths resulting therefrom | 1 | [1] 2 | [1] 1 |
| Marriages | 88 | [1] 16 | [1] 2 |
| New families | 36 | ------ | ------ |
| Postal receipts | $47, 012. 40 | [1] $7, 440. 16 | [2] $1, 760. 07 |
| Telephones | 20, 703 | [2] 187 | [2] 1, 407 |

[1] Decrease. [2] Increase.

### MONTH OF DECEMBER 1940 AND COMPARISON OF TOTALS FOR THE YEAR 1939

| | Month of December 1940 | Compared with November 1940 | Compared with December 1939 | Total for the year 1940 | Total compared with the year 1939 |
|---|---|---|---|---|---|
| Bank clearings | $8, 323, 300. 00 | [2] $560, 900. 00 | [1] $79, 300. 00 | $86, 849, 700. 00 | [2] $5, 213, 000. 00 |
| Bank debits | $35, 905, 089. 25 | [2] $2, 234, 078. 06 | [2] $3, 240, 653. 83 | $372, 499, 588. 66 | [2] $43, 910, 321. 08 |
| Bank savings | $48, 653, 224. 34 | [2] $513, 110. 94 | [2] $2, 382, 548. 34 | $48, 653, 224. 34 | [2] $2, 382, 548. 34 |
| Total number of depositors | ------ | ------ | ------ | 82, 624 | [2] 2, 170 |
| Births | 151 | [1] 27 | [1] 27 | 2, 121 | [2] 97 |
| Building permits: | | | | | |
| Number | 68 | [2] 20 | [2] 38 | 710 | [2] 211 |
| Value | $227, 035. 00 | [2] $136, 865. 00 | [2] $167, 575. 00 | $1, 946, 315. 00 | [2] $893, 680. 00 |
| Deaths | 88 | [1] 27 | [1] 17 | 1, 173 | [2] 51 |
| Electricity, kilowatt-hours | 19, 382, 103 | [2] 30, 717 | [2] 2, 849, 906 | 207, 997, 310 | [2] 22, 767, 480 |
| Employment: | | | | | |
| Total employed in manufacturing, retail stores and public utilities | 41, 053 | [2] 646 | [2] 4, 526 | [3] 36, 900 | [2,3] 3, 535 |
| 8 largest manufacturing concerns | 22, 698 | [2] 429 | [2] 3, 193 | [3] 19, 889 | [2,3] 2, 661 |
| Freight tonnage: | | | | | |
| Less than carload cars received, tons | 2, 991 | [1] 267 | [2] 175 | 34, 278 | [2] 477 |
| Carload cars received, tons | 69, 285 | [2] 2, 468 | [2] 6, 130 | 703, 596 | [2] 86, 673 |
| Less than carload cars forwarded, tons | 4, 915 | [1] 54 | [1] 51 | 55, 111 | [1] 1, 190 |
| Carload cars forwarded, tons | 11, 546 | [1] 1, 195 | [2] 4, 511 | 95, 774 | [1] 40, 594 |
| Gas, cubic feet | 103, 118, 000 | [2] 2, 707, 000 | [2] 14, 975, 000 | 1, 105, 023, 800 | [2] 120, 940, 800 |
| Health: | | | | | |
| Cases of communicable disease | 89 | [2] 27 | [2] 6 | 787 | [1] 105 |
| Deaths resulting therefrom | 2 | [2] 1 | [1] 4 | 51 | [1] 26 |
| Marriages | 33 | [1] 55 | [1] 1 | 881 | [2] 136 |
| New families | 40 | ------ | ------ | 415 | ------ |
| Postal receipts | $82, 469. 75 | [2] $35, 457. 35 | [2] $8, 862. 54 | $590, 709. 38 | [2] $33, 793. 80 |
| Telephones | 20, 904 | [2] 201 | [2] 1, 470 | 20, 904 | [2] 1, 470 |

[1] Decrease.
[2] Increase.
[3] Average.

## *Monthly business survey, Waterbury, Conn.*—Continued

### MONTH OF JANUARY 1941

| | Month of January 1941 | Compared with December 1940 | Compared with January 1940 |
|---|---|---|---|
| Bank clearings | $7,388,600.00 | [1] $934,700.00 | [2] $681,600.00 |
| Bank debits | $37,650,103.62 | [2] $1,745,014.37 | [2] $6,465,436.41 |
| Bank savings | $49,492,763.46 | [2] $839,539.12 | [2] $2,560,081.35 |
| Building permits: | | | |
| Number | 33 | [1] 35 | [2] 16 |
| Value | $91,075.00 | [1] $135,960.00 | [1] $55,425.00 |
| Births | 196 | [2] 45 | [2] 30 |
| Deaths | 126 | [2] 38 | [2] 6 |
| Electricity, kilowatt hours | 21,538,801 | [2] 2,156,698 | [2] 2,954,605 |
| Employment: | | | |
| Total employed in manufacturing, retail stores and public utilities | 41,959 | [2] 906 | [2] 6,657 |
| 8 largest manufacturing concerns | 23,608 | [2] 910 | [2] 4,704 |
| Freight tonnage: | | | |
| Less-than-carload cars received, tons | 3,154 | [2] 163 | [2] 313 |
| Carload cars received, tons | 69,169 | [1] 116 | [2] 6,888 |
| Less-than-carload cars forwarded, tons | 5,419 | [2] 504 | [2] 391 |
| Carload cars forwarded, tons | 11,046 | [1] 500 | [2] 5,699 |
| Gas, cubic feet | 112,488,000 | [2] 9,370,000 | [2] 12,780,000 |
| Health: | | | |
| Cases of communicable disease | 122 | [2] 33 | [1] 12 |
| Deaths resulting therefrom | 12 | [2] 10 | [2] 3 |
| Marriages | 51 | [2] 18 | [2] 30 |
| New families | 25 | -------- | -------- |
| Postal receipts | $51,158.08 | [1] $31,311.67 | [2] $3,587.93 |
| Telephones | 21,159 | [2] 255 | [2] 1,579 |

[1] Decrease.
[2] Increase.

### MONTH OF FEBRUARY 1941

| | Month of February 1941 | Compared with January 1941 | Compared with February 1940 |
|---|---|---|---|
| Bank clearings | $6,749,700.00 | [1] $638,900.00 | [2] $465,600.00 |
| Bank debits | $32,542,436.12 | [1] $5,107,667.50 | [2] $5,323,220.78 |
| Bank savings | $49,646,010.61 | [2] $153,247.15 | [2] $2,612,003.49 |
| Building permits: | | | |
| Number | 34 | [2] 1 | [2] 12 |
| Value | $53,075.00 | [1] $38,000.00 | [1] $14,300.00 |
| Births | 162 | [1] 34 | [1] 25 |
| Deaths | 114 | [1] 12 | [2] 6 |
| Electricity, kilowatt hours | 21,057,714 | [1] 481,087 | [2] 4,328,144 |
| Employment: | | | |
| Total employed in manufacturing, retail stores, public utilities, etc | 43,275 | [1] 1,316 | [2] 8,177 |
| 8 largest manufacturing concerns | 24,284 | [2] 676 | [2] 5,405 |
| Freight tonnage: | | | |
| Less-than-carload cars received, tons | 3,579 | [2] 425 | [2] 780 |
| Carload cars received, tons | 66,021 | [1] 3,148 | [2] 16,525 |
| Less-than-carload cars forwarded, tons | 5,393 | [1] 26 | [2] 1,044 |
| Carload cars forwarded, tons | 11,602 | [2] 556 | [2] 6,951 |
| Gas, cubic feet | 117,998,000 | [2] 5,510,000 | [2] 17,804,000 |
| Health: | | | |
| Cases of communicable disease | 126 | [2] 4 | [2] 9 |
| Deaths resulting therefrom | 3 | [1] 9 | [1] 4 |
| Marriages | 48 | [1] 3 | [2] 22 |
| New families | 40 | -------- | -------- |
| Postal receipts | $43,046.47 | [1] $8,111.61 | [2] $283.84 |
| Telephones | 21,421 | [2] 262 | [2] 1,748 |

[1] Decrease.
[2] Increase.

## *Monthly business survey, Waterbury, Conn.*—Continued

### MONTH OF MARCH 1941

| | Month of March 1941 | Compared with February 1941 | Compared with March 1940 |
|---|---|---|---|
| Bank clearings | $7,399,000.00 | [2] $649,300.00 | [2] $1,148,200.00 |
| Bank debits | $37,910,342.15 | [2] $5,367,906.03 | [2] $9,775,847.04 |
| Bank savings | $49,708,073.68 | [2] $62,063.07 | [2] $2,549,103.72 |
| Building permits: | | | |
| Number | 57 | [2] 23 | [2] 38 |
| Value | $113,900.00 | [2] $60,825.00 | [2] $92,850.00 |
| Births | 202 | [2] 10 | [2] 28 |
| Deaths | 105 | [1] 9 | [1] 7 |
| Electricity, kilowatt-hours | 20,639,411 | [1] 418,303 | [2] 5,067,189 |
| Employment: | | | |
| Total employed in manufacturing, retail stores, public utilities, etc | 43,899 | [2] 624 | [2] 8,695 |
| 8 largest manufacturing concerns | 24,746 | [2] 462 | [2] 5,945 |
| Freight tonnage: | | | |
| Less-than-carload cars received, tons | 4,179 | [2] 600 | [2] 1,480 |
| Carload cars received, tons | 78,311 | [2] 12,290 | [2] 22,524 |
| Less-than-carload cars forwarded, tons | 5,981 | [2] 588 | [2] 1,835 |
| Carload cars forwarded, tons | 12,134 | [2] 532 | [2] 7,543 |
| Gas, cubic feet | 117,853,000 | [1] 145,000 | [2] 21,125,000 |
| Health: | | | |
| Cases of communicable disease | 134 | [2] 8 | [2] 47 |
| Deaths resulting therefrom | 5 | [2] 2 | [1] 2 |
| Marriages | 33 | [1] 15 | [2] 11 |
| New families | 57 | | |
| Postal receipts | $50,283.38 | [2] $7,236.91 | [2] $1,189.61 |
| Telephones | 21,640 | [2] 219 | [2] 1,884 |

[1] Decrease.
[2] Increase.

### MONTH OF APRIL 1941

| | Month of April 1941 | Compared with March 1941 | Compared with April 1940 |
|---|---|---|---|
| Bank clearings | $7,779,600.00 | [2] $380,600.00 | [2] $371,600.00 |
| Bank debits | $40,538,826.75 | [2] $2,628,484.60 | [2] $11,513,876.47 |
| Bank savings | $50,031,267.02 | [2] $323,193.34 | [2] $2,521,483.99 |
| Building permits: | | | |
| Number | 102 | [2] 45 | [2] 31 |
| Value | $283,025.00 | [2] $169,125.00 | [1] $85,225.00 |
| Births | 186 | [1] 16 | [2] 23 |
| Deaths | 98 | [1] 7 | [1] 3 |
| Electricity, kilowatt-hours | 21,782,431 | [2] 1,143,020 | [2] 5,768,106 |
| Employment: | | | |
| Total employed in manufacturing, retail stores, public utilities, etc | 44,510 | [2] 611 | [2] 9,405 |
| 8 largest manufacturing concerns | 25,141 | [2] 395 | [2] 6,556 |
| Freight tonnage: | | | |
| Less than-carload cars received, tons | 4,059 | [1] 120 | [2] 1,514 |
| Carload cars received, tons | 68,841 | [1] 9,470 | [2] 20,289 |
| Less-than-carload cars forwarded, tons | 6,102 | [2] 121 | [2] 2,042 |
| Carload cars forwarded, tons | 11,200 | [1] 934 | [2] 7,059 |
| Gas, cubic feet | 111,412,000 | [1] 6,441,000 | [2] 19,255,000 |
| Health: | | | |
| Cases of communicable disease | 114 | [1] 20 | [2] 57 |
| Deaths resulting therefrom | 5 | (3) | [2] 1 |
| Marriages | 96 | [2] 63 | [2] 4 |
| New families | 51 | | |
| Postal receipts | $50,050.76 | [1] $232.62 | [2] $2,894.79 |
| Telephones | 21,772 | [2] 132 | [2] 1,922 |

[1] Decrease. [2] Increase. [3] No change.

*Monthly business survey, Waterbury, Conn.*—Continued

[May report omitted]

MONTH OF JUNE 1941

| | Month of June 1941 | Compared with May 1941 | Compared with June 1940 |
|---|---|---|---|
| Bank clearings | $7,515,100.00 | [1] $3,171,500.00 | [2] $372,500.00 |
| Bank debits | $40,806,279.15 | [1] $3,361,862.06 | [2] $11,708,840.46 |
| Bank savings | $49,431,403.87 | [1] $188,142.40 | [2] $2,325,568.73 |
| Building permits: | | | |
| Number | 82 | [1] 40 | [2] 1 |
| Value | $607,235.00 | [2] $236,870.00 | [2] $405,480.00 |
| Births | 230 | [1] 60 | [2] 48 |
| Deaths | 96 | [2] 10 | [2] 7 |
| Electricity, kilowatt-hours | 22,437,290 | [1] 614,004 | [2] 6,108,363 |
| Employment: | | | |
| Total employed in manufacturing, retail stores, public utilities, etc | 45,750 | [2] 402 | [2] 10.401 |
| Eight largest manufacturing concerns | 25,750 | [2] 112 | [2] 6,974 |
| Freight tonnage: | | | |
| Less-than-carload cars received, tons | 4,206 | [1] 432 | [2] 1,862 |
| Carload cars received, tons | 112,775 | [2] 42,640 | [2] 69.219 |
| Less-than-carload cars forwarded, tons | 6,085 | [1] 541 | [2] 2,019 |
| Carload cars forwarded, tons | 13,569 | [2] 2,331 | [2] 7,150 |
| Gas, cubic feet | 99,085,000 | [1] 3,167,000 | [2] 16,792,000 |
| Health: | | | |
| Cases of communicable disease | 55 | [1] 48 | [2] 9 |
| Deaths resulting therefrom | 5 | [1] 1 | [2] 1 |
| Marriages | 206 | [2] 107 | [2] 61 |
| New families | 51 | ---------- | ---------- |
| Postal receipts | $48,810.32 | [2] $716.23 | [2] $7,978.71 |
| Telephones | 22,244 | [2] 194 | [2] 2,266 |

[1] Decrease.
[2] Increase.

Mr. RILEY. I wish to offer, as exhibit 14, a report by Mr. Sidney E. Cornelius, of the Manufacturers' Association of Hartford County. (The report referred to above is as follows:)

## EXHIBIT 14–A.—POINTS OF ORIGIN OF LABOR SUPPLY

### REPORT BY SIDNEY E. CORNELIUS, MANAGER AND SECRETARY, MANUFACTURERS' ASSOCIATION OF HARTFORD COUNTY, HARTFORD, CONN.

Over a period of 12 months, beginning September 1939 and ending August 31, 1940, this association made a survey for its own information and that of other interested agencies of this particular condition.

It was found that, of more than 22,000 accessions to pay rolls of member factories in Hartford County during that period, 70 percent were residents of the county. In making the count, bearing in mind that charges of a great influx of workers from other States and other parts of this State must be met with meticulously conservative refutation, those who gave as a last place of employment factories in localities out of Hartford County, regardless of the fact that they may have listed a Hartford County address, were placed as outsiders. In spite of this, the percentage of Hartford County people was high. While 85.1 percent of the total came from Connecticut, only 7.1 percent were recorded as from Massachusetts. The percentage from all other States was but 7.8 percent.

We have supplemented this report with another survey continuing from September 1940 to date. A slight, but natural change in the percentages is noted. It was found that the total from Hartford County had dropped to 65.7 percent. From other parts of Connecticut the percentage lowered to 12.9 from the previous 15.1. The Massachusetts influx increased slightly to 8.4 and a larger increase of workers from other States brought that total up to 13 percent.

This is indicative of the fact that the local source of supply is dwindling. We look, however, for a percent increase within the next several months of accessions from Hartford County people as a result of training courses for the high-school students soon to be released by graduation.

A parallel check to determine points of origin in the State of Connecticut of people hired specifically in metropolitan Hartford factories was obtained as the result of a spot survey covering the period of a week in the month of March of 1,164 accessions.

Seventy-five percent of these originated in Hartford County; 2.3 percent, Litchfield County; 0.6 percent, Fairfield County; 4 percent, New Haven County; 4.6 percent, Tolland County; 3.6 percent, Windham County; 3.7 percent, New London County; 6.2 percent, Middlesex County. Fifty-three percent of the total were from the greater Hartford area. Altogether 114 towns of the State were represented and fairly well covered the State geographically.

### STUDY OF AGE GROUPS

A study of age groups obtaining jobs in industry in the county was also made in conjunction with the influx surveys. While 82.4 percent of the male accessions registered were under 40 years of age, leaving 17.6 percent for those over 40, this did not tend to upset the known and constant percentage of males over 40 years retaining and obtaining employment in the factories.

In August of 1938 the Manufacturers Association of Hartford County, at the end of a year marked by depression and separations, published the result of a survey which demonstrated that 47 percent of all male factory workers retained in the county were over 40 years of age. During the year of decreasing employment 77 percent of the men who had been separated from pay roll were under 40 years of age and only 23 percent were 40 or over.

While during the recently surveyed period 82 percent of the male hires were under 40 years of age, an increase of 5 percent over the number previously separated, three important factors contributed to this result. The training program, initiated by the manufacturers in cooperation with the Governor's committee, introduced a large number of young men to factory work. Again the number of available men of more mature years was dwindling. Thirdly, the greater proportion of turn-over was in the inexperienced lower-age group. In spite of this, considering the exceptional increase, the proportions are fairly well maintained. A chart indicating these percentages is attached as exhibit A.

### TRAINING PROGRAM

Representatives of the association participated in a training program from the time of its inception, when the Governor gave us to understand that a friendly government in Connecticut would lend its official aid to industry's attempt in a practical and understanding way to reduce unemployment roles and give opportunity for training to persons within the State who, for one reason or another, apparently were denied such opportunity heretofore.

The association's records of employment, of shortages of certain types of skilled workers, and allied data, proved of extreme usefulness to the commission in conjunction with the records of the State employment bureaus, which also were cooperating in the movement.

That the program should have gotten under way in Hartford County even before other parts of the State had approved the general plan and instituted their own methods of operation is due largely to the cooperative spirit with which the members of this association are imbued.

### PROCEDURE OF TRAINING CAMPAIGN

Perhaps a brief recitation of what took place might prove interesting. As the names of unemployed young and old were made available by the State employment offices they were given initial "screening" by the employment service to determine their aptitude for mechanical training.

In factories where demand for certain types of operatives was particularly pressing, personnel officers interviewed groups of candidates for training, and in turn earmarked their cards for entrance into the night-shift course which was being developed in the trade-school building, with the indication that upon successful completion of 200 hours of training the possibility of employment would be open to them.

Industry made the instructors available for this special course. It in no way interfered with the regular trade-school program, nor did it attempt to duplicate its time-established long-term system. The purpose of the course contemplated then was to make available for supplemental training of a specialized nature men who at least could absorb some familiarity with production machinery or process in the short space of 200 hours. It was felt that they were, at least, a step in advance of those whom industrial plants would otherwise of necessity have to take in "green."

### SURVEY SHOWS SUCCESS OF PROGRAM

A recent survey made by the association, prompted by present-day conditions that necessitate an expansion of the training and employment program, indicates full well the success of the venture.

The survey disclosed also that the majority of the factories in Hartford County have in training hundreds of regular apprentices. The majority of these are taking part-time trade-school courses. In addition factories are giving specialized training for their own individual needs to men and women by the hundreds as machine operators and for single process jobs.

A tacit understanding among Hartford County manufacturers to avoid "labor piracy," as it is termed, in other sections has contributed materially to the stabilizing of the labor market in this area. In spite of this, investigation indicates that a voluntary shifting of men, particularly within the territory, is marked.

A recent issue of the monthly statistical report of the association, herewith attached as exhibit B, presents some interesting figures in this regard and also in connection with the trend and increase of employment. It will be noted that in the month covered by this report, of 3,307 separations in the county factories, 2,933 were voluntary quits, only 94 were discharges, and 280 lay-offs, presumably on the score of inability to perform the task for which hired. The accessions in that period totaled 5,710, giving the recorded net increase of 2,403.

### COMPILATION OF HOURLY EARNINGS

We attach as exhibit C sample sheets from a recent survey of hourly earnings. In presenting this, it is incumbent upon us to explain that the association in no manner attempts to determine high or low wages. It merely surveys its constituent plants for the earnings paid in each of some 250 job classifications. These results are compiled in the form indicated by the attached exhibit C. These reports provide for the individual member a gage to determine by comparison the relation of the earnings of his employees to what we term the high, low, and bracket of the majority. He is thus prepared to make such adjustments upward as may appear to be necessary in order to prevent migration from his plant.

Of passing interest perhaps is the fact that the attached survey report listed as exhibit D on the subject of handicapped workers prompted the association to initiate a program calculated to utilize additional physically handicapped workers trained for specific jobs. This, it is believed, if satisfactorily promoted, will relieve able-bodied employees for advancement to other jobs requiring sound physical condition. For instance, a man without legs can do bench assembly if his hands are agile.

The types of jobs in which handicapped persons have been customarily employed are being surveyed and studied with this program in mind. This, it is felt, will further tend to relieve the employment shortage situation.

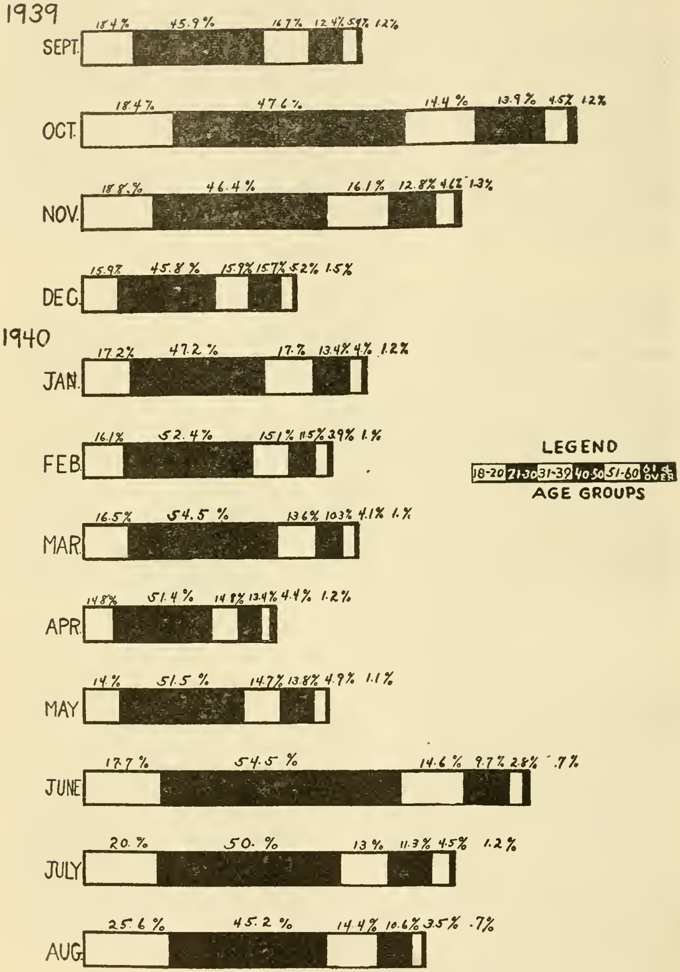
1939
SEPT.
18.4% 45.9% 16.7% 12.4% 5.9% 1.2%
OCT.
18.4% 47.6% 14.4% 13.9% 4.5% 1.2%
NOV.
18.8% 46.4% 16.1% 12.8% 4.6% 1.3%
DEC.
15.9% 45.8% 15.9% 15.7% 5.2% 1.5%
1940
JAN.
17.2% 47.2% 17.% 13.4% 4.% 1.2%
FEB.
16.1% 52.4% 15.1% 11.5% 3.9% 1.%
MAR.
16.5% 54.5% 13.6% 10.3% 4.1% 1.%
APR.
14.8% 51.4% 14.8% 13.4% 4.4% 1.2%
MAY
14.% 51.5% 14.7% 13.8% 4.9% 1.1%
JUNE
17.7% 54.5% 14.6% 9.7% 2.8% .7%
JULY
20.% 50.% 13% 11.3% 4.5% 1.2%
AUG.
25.6% 45.2% 14.4% 10.6% 3.5% .7%
LEGEND
18-20 21-30 31-39 40-50 51-60 61 & OVER
AGE GROUPS

EXHIBIT 14–B.—*Statistical report, May 1941, by Manufacturers' Association of Hartford County, Hartford, Conn.*

| | Number of employees | Accessions | Separations | Number hours per week per man | Man-hours per month |
|---|---|---|---|---|---|
| Hartford district (43 plants): | | | | | |
| April | 55,823 | 3,919 | 1,672 | 48.2 | 10,769,428 |
| May | 57,654 | 3,868 | 2,037 | 47.6 | 10,990,176 |
| | +1,831 | | | −0.6 | +220,748 |
| Percent change: | | | | | |
| April | | +4.1 | | | +4.4 |
| May | | +3.2 | | | +2.0 |
| New Britain district (27 plants): | | | | | |
| April | 22,703 | 1,379 | 1,004 | 49.0 | 4,449,596 |
| May | 22,983 | 1,276 | 996 | 49.9 | 4,588,009 |
| | +280 | | | +0.9 | +138,413 |
| Percent change: | | | | | |
| April | | +1.6 | | | +0.2 |
| May | | +1.2 | | | +3.1 |
| Bristol district (12 plants): | | | | | |
| April | 12,785 | 658 | 247 | 46.7 | 2,391,335 |
| May | 13,077 | 566 | 274 | 46.6 | 2,437,063 |
| | +292 | | | −0.1 | +45,728 |
| Percent change: | | | | | |
| April | | +3.3 | | | +4.2 |
| May | | +2.2 | | | +1.9 |
| Total (82 plants): | | | | | |
| April | 91,311 | 5,956 | 2,923 | 48.2 | 17,610,359 |
| May | 93,714 | 5,710 | 3,307 | 48.0 | 18,015,248 |
| | +2,403 | | | −0.2 | +404,889 |
| Percent change: | | | | | |
| April | | +3.4 | | | +3.3 |
| May | | +2.6 | | | +2.2 |

| Net gain (employment) per month: | | Net gain (employment) per month—Con. | |
|---|---|---|---|
| June–December 1941 | 14,648 | March | 1,797 |
| January 1941 | 3,664 | April | 3,033 |
| February | 2,881 | May | 2,403 |

### TURN-OVER, MAY 1941

| | Quit | Discharged | Laid off | Separations | Accessions | Difference |
|---|---|---|---|---|---|---|
| Hartford district | 1,770 | 67 | 200 | 2,037 | 3,868 | +1,831 |
| New Britain district | 957 | 15 | 24 | 996 | 1,276 | +280 |
| Bristol district | 206 | 12 | 56 | 274 | 566 | +292 |
| Total | 2,933 | 94 | 280 | 3,307 | 5,710 | +2,403 |

### COMPARATIVE STATISTICS OF INDUSTRIAL ACTIVITY, HARTFORD COUNTY

| Date | Employees (percent of normal) | Man-hours (percent of normal) | Date | Employees (percent of normal) | Man-hours (percent of normal) |
|---|---|---|---|---|---|
| Jan. 1, 1929 (accepted normal) | 100 | 100 | June 1, 1940 | 124 | 100.4 |
| Sept. 1, 1929 (old peak) | 105.6 | 103 | May 1, 1941 | 173.4 | 161.8 |
| July 1, 1937 (second peak) | 119 | 96.1 | June 1, 1941 | 177.9 | 165.5 |

NOTE.—The figures used in these reports constitute an index. They do not represent total factories and employment in Hartford County.

*Hartford business indicators*

| | March 1941 | February 1941 | March 1940 |
|---|---|---|---|
| Telephones | 75, 125 | 74, 702 | 68, 561 |
| Savings deposits (last business day of month) | $156, 356, 201 | $155, 874, 035 | $150, 015, 133 |
| Bank debits | $276, 487, 913 | $231, 064, 506 | $198, 280, 511 |
| Bank clearings | $52, 477, 798 | $48, 099, 168 | $53. 238, 674 |
| Gas consumption, cubic feet | 211, 450, 700 | 213, 420, 000 | 201, 310, 000 |
| Carloadings, tons | 133, 378 | 118, 871 | 94. 874 |
| Electricity, kilowatt-hours | 35, 513, 000 | 31, 441, 000 | 26, 369, 000 |
| Building permits, value | $1, 380, 332 | $290, 429 | $296, 677 |
| Manufacturing: | | | |
| Employees | 53, 576 | 52, 556 | 35, 619 |
| Man-hours | 10, 307, 336 | 9, 840, 600 | 6, 085, 967 |
| Life insurance sales | 40, 160, 000 | 36, 161, 000 | 40, 625, 000 |
| Families on direct and work relief | 1, 552 | 1, 603 | 2, 531 |
| New cars | | | 595 |
| Advertising lineage | 1, 821, 310 | 1, 473, 999 | 1, 761, 215 |
| Pay rolls | $4, 080, 716 | $3, 837, 492 | $2, 729, 017 |
| Railway express shipments | 90, 570 | 77, 242 | 81, 139 |
| Bankruptcies | 24 | 18 | 4 |
| Postal receipts | $275, 550 | $257, 039 | $267, 752 |
| Water consumption, million gallons | 704. 50 | 618. 47 | 622. 96 |

| | June 1941 | May 1941 | June 1941 |
|---|---|---|---|
| Telephones | 73, 400 | 74, 426 | 69, 045 |
| Postal receipts | $273, 817 | $275, 516 | $232, 618 |
| Savings deposits (last business day of month) | $156, 750, 339 | $156, 852, 198 | $150, 247, 945 |
| Bank debits | $271, 530, 754 | $276, 817, 389 | $192, 086, 832 |
| Bank clearings | $64, 599, 898 | $63. 048, 563 | $52, 295, 115 |
| Gas consumption, cubic feet | 187, 246, 400 | 193, 008, 000 | 177, 050, 000 |
| Carloadings, tons | 141, 222 | 121, 594 | 96. 566 |
| Electricity, kilowatt-hours | 32, 942, 000 | 33, 012, 000 | 25, 110, 000 |
| Building permits, value | $427, 702 | $374, 069 | $1, 254, 653 |
| Manufacturing (43 plants in Hartford district): | | | |
| Employees | 60, 671 | 57, 654 | 38, 167 |
| Man-hours | 11, 874, 403 | 10, 990, 176 | 6, 738, 478 |
| Life insurance sales | $38, 264. 000 | $37, 431, 000 | $37, 572, 000 |
| Families on direct and work relief | 996 | 1, 172 | 2. 231 |
| Water consumption, million gallons | 764. 61 | 746. 15 | 641. 86 |
| Advertising lineage | 1, 780, 997 | 1, 986. 378 | 1, 276, 651 |
| Pay rolls | $4, 803, 508 | $4, 709, 706 | $2, 783, 230 |
| Railway express shipments | 82, 545 | 90, 265 | 72, 444 |
| Bankruptcies | 15 | 13 | 13 |

## EXHIBIT 14–C.—SURVEY OF HOURLY EARNINGS

### REPORT BY MANUFACTURERS ASSOCIATION OF HARTFORD COUNTY

The attached report is divided into three separate sections covering the Hartford district, the New Britain district, and the Bristol district.

The Hartford report is based upon data submitted by 36 firms, and covers 40,804 employees under the job classifications selected.

In the New Britain district, 19 submitted the data, covering 17,463 employees.

The Bristol report is based on the figures of 9 firms, covering 10,164 employees.

The italic numerals at the top of the column indicate the hourly earnings in cents. The numerous in roman show the number of employees earning the various amounts as indicated.

No attempt to present averages has been made, but you will note that the next to the last column is left blank for your use in striking the weighted average in such instances as it may prove beneficial.

*Hartford district—Earnings per hour, May 1941*

| Male | 34 35 | 36 37 | 38 39 | 40 41 | 42 43 | 44 45 | 46 47 | 48 49 | 50 51 | 52 53 | 54 55 | 56 57 | 58 59 | 60 61 | 62 63 | 64 65 | 66 67 | 68 69 | 70 71 | 72 73 | 74 75 | 76 77 | 78 79 | 80 81 | 82 83 | 84 85 | 86 87 | 88 89 | 90 91 | 92 93 | 94 95 | 96 97 | 98 99 | 100 101 | 102 103 | 104 105 | 106 110 | 111 115 | 116 120 | 121 125 | 126 130 | 131 140 | 141 150+ | Wght. Avg. | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Machine operators: |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Spring winders |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 1 | 1 |  |  |  |  |  | 1 |  |  |  | 1 |  | 1 |  |  |  | 1 |  |  |  |  |  |  |  |  |  |  |  | 6 |
| Tappers |  |  |  |  |  |  |  |  |  |  | 1 |  |  | 1 |  |  |  | 1 |  | 1 | 1 |  |  |  | 1 |  |  |  |  |  |  |  | 1 | 1 |  |  |  | 3 | 8 | 2 | 5 |  |  |  | 26 |
| Threaders and pointers |  |  |  |  |  |  |  |  | 3 |  | 7 | 18 | 1 | 8 | 2 | 33 | 6 | 1 | 29 | 2 | 15 | 3 | 2 | 5 | 4 | 9 | 1 | 2 |  | 1 | 2 | 2 |  | 5 | 2 | 6 | 5 | 12 | 16 | 10 | 6 |  |  |  | 218 |
| Molders: Composition |  |  |  |  |  |  |  |  |  | 1 | 3 |  | 1 | 9 | 1 | 8 | 7 | 2 | 19 | 1 | 4 | 5 | 1 | 10 | 3 | 6 | 21 |  | 6 | 7 | 14 | 17 | 10 | 31 | 3 |  |  |  |  |  |  |  |  |  | 190 |
| Packers | 2 |  |  | 2 | 1 | 1 |  | 1 | 16 | 4 | 9 | 8 | 6 | 11 | 3 | 39 | 7 | 17 | 59 | 7 | 26 | 12 | 1 | 42 | 7 | 7 |  |  | 6 |  | 7 | 1 |  |  | 1 |  |  |  |  |  |  |  |  |  | 303 |
| Packers: Helpers |  |  |  | 1 |  | 2 |  |  |  | 1 |  |  |  | 60 |  | 40 | 2 |  | 27 |  | 24 |  |  | 6 |  |  |  |  | 1 |  | 1 |  |  | 1 |  |  |  |  |  |  |  |  |  |  | 166 |
| Painters: Production |  |  |  |  |  | 1 |  |  | 2 |  | 2 | 1 |  | 7 |  | 29 |  |  | 21 | 1 | 17 | 1 |  | 10 |  | 13 | 1 | 2 | 6 | 6 | 4 | 2 | 1 |  |  |  | 3 |  | 1 | 1 | 1 |  | 1 |  | 134 |
| Pattern makers: Wood |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 1 |  | 1 |  |  |  | 1 |  | 3 |  |  | 1 |  | 1 | 1 | 7 |  |  |  |  |  |  | 16 |
| Picklers and dippers |  |  |  |  |  |  |  | 2 |  |  |  |  |  | 3 |  | 19 | 1 |  | 11 |  | 4 |  |  | 1 |  | 1 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 42 |
| Pipe benders |  |  |  |  |  | 7 | 1 |  | 1 |  | 1 |  |  | 3 | 1 | 7 |  |  | 9 |  |  |  |  | 1 |  | 1 |  |  | 3 |  |  |  |  | 1 |  |  |  |  |  |  |  |  |  |  | 36 |
| Platers: |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Barrel and tank | 1 |  | 3 |  | 2 | 1 | 3 | 1 | 1 | 3 | 7 | 5 | 10 | 16 | 2 | 26 | 7 | 2 | 18 |  | 9 | 2 |  | 8 | 4 | 11 | 17 | 2 | 4 | 1 |  | 1 |  |  |  | 2 | 1 |  |  |  |  |  |  |  | 170 |
| Stringers |  |  |  |  |  | 1 |  |  |  |  |  |  |  |  |  |  |  | 1 |  |  |  | 3 |  |  |  | 1 |  | 1 | 1 |  |  | 1 |  | 1 | 1 |  |  |  |  |  |  |  |  |  | 11 |
| Polishers: |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Automatic |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 1 |  |  | 2 | 1 | 1 |  |  |  |  |  |  |  |  |  | 1 | 1 |  | 1 |  |  | 1 | 2 |  |  |  |  |  |  |  | 11 |
| Hand: |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Group 1 |  |  |  |  |  |  |  |  |  |  |  |  |  | 13 | 1 | 3 | 37 |  | 107 | 1 | 1 | 36 | 1 | 67 | 2 | 9 | 53 | 4 | 46 | 4 | 11 | 58 | 7 | 14 |  | 4 | 9 | 1 | 6 | 3 | 1 | 6 | 1 |  | 506 |
| Group 2 |  |  |  |  |  |  |  |  | 1 |  | 6 | 1 |  | 108 | 4 | 5 | 39 | 1 | 68 | 3 | 28 | 6 | 4 | 15 | 1 | 10 | 6 | 3 | 13 | 6 | 7 | 2 | 1 | 2 | 1 | 1 | 2 |  | 4 | 1 |  | 2 | 1 |  | 352 |
| Group 3 |  |  |  |  |  |  |  |  |  |  |  |  |  | 64 |  | 25 | 14 |  | 70 |  | 16 | 15 |  | 18 |  | 21 | 2 |  | 7 | 12 | 1 |  | 1 |  |  |  |  |  |  |  |  |  |  |  | 266 |
| Printers |  |  |  |  |  |  |  |  |  |  |  | 2 |  | 4 | 1 | 1 | 2 | 1 | 2 |  | 2 | 1 | 1 | 1 |  | 2 | 1 | 1 |  |  |  | 3 | 1 | 1 |  | 2 | 2 |  |  |  |  |  |  |  | 31 |
| Sanders, production |  |  |  |  |  |  |  |  | 1 |  | 3 |  |  | 2 | 1 |  | 1 | 1 | 1 | 2 |  | 2 | 1 | 2 |  | 1 | 4 | 3 |  | 1 | 2 |  | 1 |  | 2 | 1 | 3 | 2 | 3 | 1 |  | 1 |  |  | 42 |
| Sand blasters |  |  |  |  |  |  |  |  |  |  |  |  | 1 | 17 |  | 15 | 1 |  | 9 |  | 2 | 1 |  | 3 |  | 1 |  |  |  |  | 1 |  |  |  | 2 | 1 |  |  |  | 1 |  |  |  |  | 55 |
| Sheet metal, light |  |  |  |  |  |  |  |  | 15 |  | 1 |  |  | 1 |  | 1 |  | 3 | 5 |  | 1 | 1 |  | 1 | 1 | 1 |  |  | 1 |  |  |  |  | 1 |  |  |  |  |  |  |  |  |  |  | 33 |
| Straighteners |  |  |  |  |  | 2 |  |  | 9 | 1 | 1 | 1 | 1 | 3 |  | 2 |  | 2 | 3 |  | 6 | 1 | 6 | 29 | 6 | 1 |  |  | 2 |  |  | 1 |  | 1 |  |  | 1 | 2 | 1 | 2 | 3 |  | 1 |  | 88 |
| Testers |  |  |  |  |  |  |  |  |  |  |  |  |  | 6 |  | 190 | 2 | 1 | 113 | 1 | 276 | 104 |  | 47 |  |  | 28 |  | 23 |  |  | 25 |  | 7 | 7 |  |  |  |  |  |  |  |  |  | 830 |
| Tool crib tenders |  |  |  |  |  |  |  | 1 | 1 | 1 | 2 | 3 | 4 | 81 | 1 | 53 | 2 | 1 | 70 | 5 | 11 | 2 |  | 14 | 2 | 2 | 2 | 1 |  | 2 |  | 1 | 3 |  |  |  |  |  | 1 |  |  |  |  |  | 266 |
| Toolroom: |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| All around |  |  |  |  |  | 1 |  |  | 4 | 1 | 4 |  | 5 | 16 | 3 |  | 7 | 2 | 14 | 1 | 8 | 7 | 2 | 8 | 4 | 13 | 6 | 12 | 12 | 3 | 11 | 6 |  | 7 | 2 | 6 | 6 | 2 | 1 | 1 |  | 2 | 1 |  | 178 |
| Die makers |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 1 | 2 |  | 2 | 1 |  | 1 | 2 |  | 1 | 3 | 1 | 3 |  | 5 | 10 | 2 | 12 | 12 | 26 | 27 | 32 | 34 | 2 | 1 |  | 180 |
| Jig and fixture |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 1 |  |  | 1 |  |  | 1 |  | 2 | 1 | 5 | 6 | 8 | 3 | 4 |  |  |  |  | 32 |
| Machinists: |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Group 1 |  |  |  |  |  |  |  |  |  | 1 | 1 |  |  | 2 |  | 2 |  | 2 | 4 |  | 5 | 4 | 3 | 6 | 4 | 7 | 6 | 10 | 8 | 5 | 4 | 9 | 4 | 5 | 6 | 9 | 11 | 15 | 9 | 6 | 1 |  |  |  | 149 |
| Group 2 |  |  |  |  |  |  |  | 2 |  |  | 1 |  | 11 |  |  | 2 | 2 | 2 | 2 | 2 | 9 | 9 | 4 | 7 | 3 | 2 | 3 | 4 | 3 | 2 | 4 | 2 | 2 |  |  | 1 | 1 |  |  |  |  |  |  |  | 80 |
| Toolmakers: |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Group 1 |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  | 1 |  |  | 2 |  | 7 |  |  | 7 |  | 28 | 1 | 3 | 25 | 3 | 24 | 6 | 14 | 40 | 9 | 31 | 24 | 23 | 32 | 13 | 5 | 1 |  |  | 299 |
| Group 2 |  |  |  | 1 |  | 2 |  |  | 1 |  | 1 |  |  | 4 |  | 13 | 4 | 1 | 9 | 1 | 6 | 3 |  | 7 |  | 7 |  | 1 | 3 | 2 | 8 | 4 | 2 |  |  | 2 | 4 | 1 |  |  |  |  |  |  | 87 |

*Hartford district—Earnings per hour, May 1941*—Continued

| Male | 34 35 | 36 37 | 38 39 | 40 41 | 42 43 | 44 45 | 46 47 | 48 49 | 50 51 | 52 53 | 54 55 | 56 57 | 58 59 | 60 61 | 62 63 | 64 65 | 66 67 | 68 69 | 70 71 | 72 73 | 74 75 | 76 77 | 78 79 | 80 81 | 82 83 | 84 85 | 86 87 | 88 89 | 90 91 | 92 93 | 94 95 | 96 97 | 98 99 | 100 101 | 102 103 | 104 105 | 106 110 | 111 115 | 116 120 | 121 125 | 126 130 | 131 140 | 141 150K | Wght. Avg. | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Tool setters: | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Miscellaneous machines | | | | | | | | | | | | | | | | | | 1 | | | 6 | 1 | | 10 | | 20 | 1 | | 61 | | 68 | | 1 | 31 | 2 | 23 | 12 | 4 | 3 | 1 | | | | | 245 |
| Screw machines | | | | | | | | | | | | | 3 | 4 | | | 9 | | 8 | 1 | | 5 | 1 | 6 | | 1 | 6 | | 2 | 8 | 2 | | | | | 2 | 3 | | | | | | | | 61 |
| Truckers, hand and electric | 10 | | 5 | 7 | | 12 | 3 | 3 | 33 | 4 | 19 | 9 | 7 | 12 | 7 | 13 | 1 | 8 | 3 | 4 | 6 | 5 | | 2 | | | 1 | | 1 | | | | | | | | 1 | | | | | | | | 176 |
| Tumbling barrel operators | | 1 | 1 | | 10 | | 5 | 1 | 1 | 3 | 7 | 3 | 4 | 4 | | 3 | | | 3 | 1 | 7 | | | | | | | | | | | 4 | | | | | | | | | | | | | 58 |
| Type production | | | | | | 1 | | | | | | | 1 | | 1 | | 2 | 1 | | 1 | 1 | 2 | 4 | 2 | | | 1 | | | | | | | | | | | | | | | | | | 17 |
| Welders: | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Acetylene | | | | | | | | | | | 3 | | 1 | 5 | | 4 | 2 | | 9 | | 6 | 1 | 1 | 2 | 1 | | 2 | | 2 | | 2 | 1 | | 2 | | | | | | | | | | | 44 |
| Electric arc | | | | | | 1 | | | 50 | | 10 | | | 4 | 18 | 4 | 1 | | 9 | 1 | 3 | | | 4 | | 6 | 1 | | 7 | 7 | 6 | | | 4 | 1 | 1 | | | | | | | | | 138 |
| Electric spot | | | | | | | | | 1 | | | | 1 | | | 1 | 1 | 1 | 1 | 1 | | | 1 | 21 | 3 | | | | | | | | | | | | | | | | | | | | 32 |
| Woodworkers | | | | | | | | | | | | | | 1 | | | 1 | 1 | | 4 | 1 | 1 | 1 | 01 | | | | | | | | | | | | | | | | | | | | | 20 |

## EXHIBIT 14-D.—SURVEY OF THE PHYSICALLY IMPAIRED

### REPORT BY MANUFACTURERS ASSOCIATION OF HARTFORD COUNTY, HARTFORD, CONN.

The Manufacturers Association of Hartford County has just completed (March 24, 1941), another survey, prompted by the following extract from a letter by Secretary of Labor Frances Perkins, addressed to Senator James M. Mead:

"But very closely tied up with the older worker matter is the subject of preemployment physical examination. Our field workers are reporting from time to time that while industries are waiving hiring limits for skilled mechanics they still adhere to the preemployment physical examination technique which frequently scares out the older workers. At the national conference on labor legislation a year ago a resolution requested me to appoint a committee to inquire into the effect of these preemployment examination practices. * * * It seems to me that it would be desirable to modify your resolution to embrace this closely related problem as it may also materially affect defense production."

The inquiry on the subject of handicapped workers, specifically those who were without an arm or a leg, definitely lame, deaf mutes, or blind, sought also the information as to whether they had been hired in spite of the condition, or retained after the partial incapacity had occurred, and whether preemployment physical examination was a practice of the company.

While in these cases the evidence of handicap is obvious, the insertion of the query regarding preemployment physical examination was to demonstrate more fully that its over-all effect was to enable the employer to select the proper occupation for the employees in view of partial incapacities, rather than refrain from hiring them.

Fifty-nine member factories contributed to the report.

They recorded an employment of 404 in the various categories enumerated above; 355 were male.

Of the total, all but 28 had been hired in spite of the physical condition.

About 70 percent of the factories reporting follow a practice of giving preemployment physical examination.

Forty of those reported as having only one arm were male, one female.

Thirty-four with one leg were male, one female.

Two hundred and twenty-one males were reported as definitely lame and 36 females.

Deaf mutes totaled 57 male and 24 female.

The greatest number employed by any one company was 86. Smaller companies had proportionately less.

The type of work performed ranged through a diversity of job classificationss, though in most cases clearly dictated by the incapacity suffered.

A large number of employees with but one eye were reported but no tally of these was made because the handicap was not considered in the same light as the other physical impairments.

[The following was submitted by Mr. Cornelius and received subsequent to the hearing:]

## EXHIBIT 14-E.—NEGRO WORKERS IN HARTFORD COUNTY FACTORIES

Alleged unwillingness on the part of manufacturers in Hartford County to employ Negroes prompted a survey by the association in April.

Thirty-eight factories reported that they were, and had been, employing Negroes. The report disclosed that 398 Negroes were working in Hartford County factories, as against 191 several years ago. Two hundred and fifty-nine were tallied in the Hartford area alone. A number of Hartford plants have a larger percentage of Negro employees to the white employees than the percentage of Negro population to the white population in the area.

The job classifications filled by Negro workers in Hartford County factories are varied, although comparatively few are skilled workmen. These jobs include handy men on furnaces and hardening room, laborers, tumble-barrel operators, driver of electric truck, yardmen, porters, clean-up and sweeper, chip cleaners, elevator operators, washing-machine operators, skilled buffer, machine operator, packing, enamel work, hand dipping, molder (foundry), casters' helpers, picklers, janitor, janitress, matron, etc. There are six Negro women working in Hartford County plants.

Since January 1, 1941, eight Negro men were enrolled in the special training course at the State trade school. Five of these dropped out of their own volition because of continued absence and lack of progress, another because of illness. Another who left the school after a period of a little over a month now is employed as a handler in a Hartford factory.

Mr. RILEY. As exhibit 15, I wish to submit for the record an exchange of correspondence in connection with an unsuccessful effort through the office of the Hartford County agent to place certain southern workers in the Connecticut tobacco fields.

(The correspondence referred to above is as follows:)

### EXHIBIT 15.—CORRESPONDENCE ON ATTEMPT TO PLACE UNION WORKERS FROM THE SOUTH

SOUTHERN TENANT FARMERS UNION,
*Memphis Tenn., May 26, 1941.*

Hon. JOHN H. TOLAN,
*House Committee Investigating National Defense Migration,*
*Washington, D. C.*

DEAR CONGRESSMAN TOLAN: I am enclosing copies of correspondence with Mr. William L. Harris, of Hartford, Conn.

You will note, in the last letter I received from him dated May 22, he stated that two tobacco companies will write us in regard to employing two small groups of workers. We are in hopes that these arrangements go through as there is a surplus of farm labor in this area.

I am going to contact the farm placement service here in regard to the possibility of placing some of our people in other defense areas where farm labor is needed, and I will be glad to advise you as to the outcome of these conferences.

In a few days, I will send a statement to Mrs. Norton on the labor contracting bill.

Sincerely yours,

H. L. MITCHELL, *Secretary.*

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[Copy]

AMERICAN SUMATRA TOBACCO CORPORATION,
*East Hartford, Conn., May 26, 1941.*

Mr. H. L. MITCHELL,
*Secretary, Memphis, Tenn.*

DEAR SIR: We are writing you this letter at the suggestion of Mr. Harris, the county agent of Hartford County, Conn.

We could use farm laborers at $2.75 to $3 per day while working from the middle of June to about September 1, 1941.

Board is obtainable at $7 per week and would be taken out of earnings each week.

We could take 20 male farm laborers as above, and if they prove satisfactory, we would take more later.

If necessary, we would advance cost of transportation with the understanding that same would be taken out of earnings.

Kindly let us know all you can about the farm laborers you would supply for employment under the above conditions.

Very truly yours,

AMERICAN SUMATRA TOBACCO CORPORATION.
H. A. KRAMER.

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[Copy]

MAY 29, 1941.

AMERICAN SUMATRA TOBACCO CORPORATION,
*East Hartford, Conn.*
(Attention Mr. H. A. Kramer.)

GENTLEMEN: I have your letter of May 26 and your offer of employment to 20 farm laborers to begin work about the middle of June.

I note you are offering $2.75 to $3 per day. Is this the rate of two different classifications of workers and also how many hours per day will they be required to work?

Also, you state that board is obtainable at $7 per week and would be taken out of earnings each week. Will you please explain just what the arrangements are for securing board and room under these terms and if it would be possible for them to make any other arrangements they may wish to make under their own initiative?

Also, will they be paid each week, and if any cash advances are made, will there be extra charges?

The above questions have already been raised by several people who are interested in securing this work, and I would like to have this information so there will be no misunderstanding on the part of any laborers we may send you.

Many of our people are Negros, and it is quite possible that the majority we send will be colored. We will send only good workers who are capable of doing a full day's work though it must be understood that they will be completely unaccustomed to working in tobacco.

Transportation would necessarily have to be advanced, and I have looked into the rates by bus. The fare would be $15.25 one way or $27.50 round trip with a possible reduction if as many as 20 are sent at each time.

Pending receipt of your reply to this letter, I am selecting a group of 20 who can leave on or about June 15. Before they are sent, will send you names, addresses, ages, and past working experience of each person.

We appreciate your offer of employment to some of our people and since there is a surplus of farm labor in this area, I think we can supply the number required to meet your needs.

Yours very truly,

H. L. MITCHELL, *Secretary.*

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[Copy]

AMERICAN SUMATRA TOBACCO CORPORATION,
*East Hartford, Conn., June 2, 1941.*

Mr. H. L. MITCHELL,
*Secretary, Memphis, Tenn.*

DEAR SIR: We wish to thank you for your letter of May 29.

However, as we have meanwhile made other arrangements, we will not be interested in your farm laborers this year.

Very truly yours,

AMERICAN SUMATRA TOBACCO CORPORATION,
[Signed] H. A. KRAMER.

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[Copy]

JUNE 6, 1941.

AMERICAN SUMATRA TOBACCO CORPORATION,
*East Hartford, Conn.*

(Attention: Mr. H. A. Kramer.)

GENTLEMEN: This will acknowledge receipt of your letter of June 2 in which you state that other arrangements have been made for farm laborers this year.

We regret that this is the case since we had notified 20 very good people to be ready to leave on the 15th.

Yours very truly,

H. L. MITCHELL, *Secretary.*

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[Copy]

JUNE 6, 1941.

WILLIAM L. HARRIS,
*County Agent, Hartford, Conn.*

DEAR MR. HARRIS: I enclose a copy of a letter I have just received from the American Sumatra Tobacco Corporation and my reply to it.

Will you take up with other companies the question of taking some of our people since we had made certain commitments to some of our members on the basis of the offer made us recently.

I understand some 75 Negro college boys from this city will be sent by the United States Employment Service. I wonder if we might work out arrangements through this Employment Service for sending our people up there.

The only reason I see for the refusal of the Sumatra Tobacco Corporation to stand by its offer is the fact that these people would be coming from a union.

Anything you can do to help us will be greatly appreciated. May I hear from you at your earliest convenience?

Sincerely yours,

H. L. MITCHELL, *Secretary.*

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SOUTHERN TENANT FARMERS UNION,
*Memphis, Tenn., June 9, 1941.*

Congressman JOHN H. TOLAN,
*House Committee Investigating National Defense Migration,*
*Washington, D. C.*

DEAR CONGRESSMAN TOLAN: I enclose additional copies of letters in reference to labor being sent to Connecticut tobacco fields.

You will note that the tobacco company, after making a definite offer to us, later refused to take workers that were members of our union.

I have found the Arkansas-Tennessee Farm Placement Service very helpful and I understand they are sending some Negro boys from a Negro college here in Memphis to work in Connecticut. Mr. E. W. Normant, 122 Union Avenue, Memphis, Tenn., who, I believe, appeared at the Montgomery hearing, told me of these people being sent.

I would like to clear with the county agent in Hartford before authorizing our correspondence being entered in the record. I am sure he will have no objections but I feel he is due this courtesy.

Sincerely yours,

H. L. MITCHELL, *Secretary.*

---

[Copy]

JUNE 9, 1941.

WILLIAM L. HARRIS,
*County Agent, Hartford, Conn.*

DEAR MR. HARRIS: I have had some correspondence with Congressman Tolan of the House Committee Investigating National Defense Migration, in Washington, D. C., and he has requested copies of our correspondence for the records. This is quite agreeable to me, but I feel that I should have your consent that this material be inserted in the committee's records.

I worked with Congressman Toland last fall and have been in touch with him since returning here.

May I hear from you about this matter?

Also, I would appreciate anything you can do on placing some of our people, as we are getting a number of inquiries about these jobs.

Sincerely yours,

H. L. MITCHELL, *Secretary.*

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[Copy]

COOPERATIVE EXTENSION WORK IN AGRICULTURE AND HOME ECONOMICS,
STATE OF CONNECTICUT,
*June 12, 1941.*

Mr. H. L. MITCHELL,
*Memphis, Tenn.*

DEAR MR. MITCHELL: I appreciate your writing in regard to turning over our correspondence to the Tolan investigating committee. This is perfectly agreeable to me. If you do not have copies of any letters, I think we have copies of all of them from both parties.

I wish to assure you that I am still trying to find places for the men we had jointly assured of jobs in the Connecticut Valley. I have no specific report to make at the moment.

Most cordially yours,

WM. L. HARRIS, JR., *County Agent.*

(In addition to the two letters preceding, a signed release for publication of the two letters from the American Sumatra Tobacco Corporation is held in committee files.)

(As exhibit 16 there is here included a statement, received by the committee, subsequent to the hearing, from the Division of Defense Housing Coordination in the Executive Office of the President:)

## EXHIBIT 16.—RECOMMENDED DEFENSE HOUSING PROGRAMS IN THE CONNECTICUT DEFENSE AREAS

### REPORT BY THE DIVISION OF DEFENSE HOUSING COORDINATION IN THE EXECUTIVE OFFICE OF THE PRESIDENT

On the basis of all information available from Government agencies and private sources in the way of surveys, reports, and memoranda providing data as to defense activities, labor need and supply, in-migration, vacancies, recent construction and housing conditions generally within the area, the Coordinator of Defense Housing has determined and recommended to the President programs for the housing of defense workers in the following areas in the State of Connecticut: Bantam, Bridgeport, Bristol, Hartford, New Britain, New London, Waterbury.

### BANTAM

For Bantam, Conn., situated in Litchfield County, 37 miles west of Hartford, a program has been approved for the construction by the Federal Works Agency of 40 houses to be occupied by industrial defense workers at an approximate monthly rental of $25 to $35. Bantam is a somewhat typical example of a small rural town, where industry has secured sizable defense contracts, so that it is necessary to bring in workers from outside for whom rental housing is not available. Equipment for military bombers and other types of planes is manufactured in this locality. It was reliably reported that 100 additional workers would be necessary to the labor supply in this locality by August 1941. Practically all vacancies had been absorbed, and all possible labor had been drawn from the practical commuting area; so it was deemed necessary to provide additional houses for the accommodation of that portion of the in-migrants to the locality expected to be married workers with families. Since building by private enterprise was extremely meager, it was believed that such building would not be provided in sufficient numbers or soon enough to meet the need.

### BRIDGEPORT

Bridgeport, county seat of Fairfield County, is located in the southwestern part of the State. This area, one of the primary suppliers of defense materials during World War I, is again a place of considerable defense activity, necessitating the importation of labor from outside a feasible commuting radius. In this region the Coordinator of Defense Housing has recommended the provision of 4,600 additional dwellings to accommodate the families of defense workers. It is recommended that 2,400 be provided by private enterprise at rentals ranging from $35 to $60 per month. Provision is made for 2,200 units to be constructed by the Federal Works Agency at rentals from $20 to $35 per month. In addition, 250 dormitory units and 200 portable houses, programed for construction under the Farm Security Administration, are held in temporary deferment pending receipt of further information.

The main factors which have contributed to the need for this housing in the Bridgeport locality are the expansion of facilities for the production of small arms and ammunition, artillery ammunition, airplanes, aluminum, and other miscellaneous products on defense orders, both direct and under subcontracts.

Indication of the number of workers to be brought into this locality is shown in a report of the Bureau of Employment Security, dated December 23, 1940, in which it was estimated that 10,000 additional employees would be required by July or August 1941. Of these, it was estimated that 7,800 would be men and 2,200 women.

A supplement to this report dated February 4, 1941, reported an increase in total requirements to approximately 12,000. Other reliable estimates indicate that this figure may be nearer 15,000 with a possibility that anticipated importation might increase to as many as 8,500. Of these, 8,500 workers who are likely to migrate into the Bridgeport area, it is estimated that approximately 50 percent or 4,250 will be married.

The housing census of 1940 reported a gross vacancy of 1,327 units or a ratio of 3.3 percent, as of April 1, 1940. A survey conducted by the Work Projects Administration in December 1940 indicated a vacancy ratio of less than 0.9 percent. Vacancies in nearby towns from which workers might commute were also reported to be very low. Rental increases averaging from about 8 to 13 percent for the period October 15, 1940, to January 15, 1941, are reported by the Bureau of Labor Statistics for about 10 percent of rental units; rentals on the remaining 90 percent had remained the same or declined during this period.

New construction for which permits were recorded in Bridgeport during 1939 provided 1,588 dwelling units, including 1,251 built by the United States Housing Authority, and in 1940, 948 units were provided, including 516 built by the United States Housing Authority. For the first 5 months of 1941, a total of 853 permits were recorded, of which 600 were for publicly financed defense housing. This construction, together with that provided in nearby localities, indicated a private building rate of approximately 100 houses per month for the area. Reports of private agencies indicate that private enterprise in the locality is willing and able to undertake construction of necessary dwellings except those in the lower rental and sales brackets. The financing provisions of title VI of the National Housing Act are available in this area and it is hoped that private builders, through the help of the Federal Housing Administration in this respect, will be enabled to provide the private housing program.

### BRISTOL

For Bristol, Conn., situated in Hartford County, the Defense Housing Coordinator has recommended a program of 300 dwelling units for industrial defense workers, 200 to be built by Federal Works Agency at approximate shelter rentals of $20 to $30 per month and 100 to be privately built at approximate rentals of $35 to $50 per month.

Defense activities which have caused expansion of plant facilities and the need for additional employment include the manufacture of aircraft parts, machine tools, and a diverse number of articles necessary to the defense program. Much of this material is produced on a subcontract basis rather than under direct Government contract. According to the Bureau of Employment Security survey, dated January 25, 1941, it is estimated that between 1,050 and 1,550 additional workers will be needed in manufacturing plants in Bristol during 1941. A Federal Housing Administration memorandum of March 1, 1941, on the current housing situation puts the number at 1,100. The present demand will be for unskilled and inexperienced workers adaptable to training.

There has been no marked influx of workers as yet into this area, and since most of the workers needed will be unskilled and semiskilled machine operators who will be trained on the job, the basic problem is whether a sufficient number of unskilled and inexperienced workers for training are available. Since Bristol is predominately a manufacturing town, relatively few workers are available in other industries for transfer. It appears that it will be necessary to import 300 to 400 unskilled workers to start at wages that will not exceed $20 to $25 per week.

Vacancy data indicate an extreme housing shortage in the Bristol locality, the housing census of April 1, 1940, reporting only 81 units available for sale or for rent in Bristol, this being about 1 percent of all units. Vacancies in surrounding towns within the commuting area are also reported as extremely low. A later survey of vacancies conducted on January 23, 1941, for the Bristol housing committee by postal carriers reports only 15 vacant units available in Bristol and another 5 in Terryville, a small village adjoining the west boundary of Bristol. A subsequent check on February 3, revealed that of these 20 units, only 4 remained for sale or rent on the latter date. In May 1941 a sample survey conducted by the Work Projects Administration reported vacancies to be about 1.0 percent of total; habitable units for rent being anly 0.2 percent of total. Rent increases averaging 15 percent for 40 percent of all rental properties over the period March 1940 to May 1941 were reported in a special survey of rental changes made by the Work Projects Administration.

The Bureau of Labor Statistics reports building permits for new construction for a total of 78 dwelling units in Bristol during 1939, this figure rising to 132 in 1940 and 35 for the first 4 months of 1941. The consensus among businessmen is that private enterprise cannot take care of the 1941 demand for rental housing in Bristol without stimulus. Title VI provisions of the National Housing Act, now in effect in this area, should prove an aid to the stimulation of private building.

### HARTFORD

The Hartford locality, including the surrounding towns of East Hartford, Newington, West Hartford, Wethersfield, and Windsor, is probably the primary defense area in the State. For this area there have been programed by the Defense Housing Coordinator 3,085 permanent dwelling units to be used immediately by workers in defense industries, plus 372 temporary demountable dormitory units and 200 trailers. Of the 3,085 dwellings recommended to be constructed, 1,000 are to be built by the United States Housing Authority through the local housing authority; for these tentative rentals have been established from $20 to $30 per month. The Federal Works Agency is to construct 585 units for which similar rentals are to prevail, and private industry is allocated the construction of 1,500 units for which rentals of $30 to $50 per month are recommended. The need for the 372 dormitory units results from the large number of single men or married men without families who have been brought to the Hartford locality from elsewhere and have found that rooms within reasonable commuting distance are not available. The need for the 200 trailers results from the lack of shelter for the families of the industrial-defense workers within reasonable commuting distance of the industrial plants, and these trailers are, therefore, being provided to relieve the housing shortage until the completion of the permanent family dwelling units mentioned above.

As of recent date, the 1,000-unit United States Housing Authority project is reported 23 percent completed, and at the same date provision of the trailers and dormitory facilities by the Farm Security Administration is reported 40 percent complete.

The main factors which have contributed to the need for housing in the Hartford area are as follows: (*a*) The establishment of military facilities at the Hartford Municipal Airport, and the assignment of enlisted personnel and civilian employees thereto; (*b*) the expansion of facilities for the production of airplane motors, machine tools and gages, and small arms and machine guns. According to the best estimates available, between 10,000 and 12,000 additional employees will be required by defense industries in the Hartford area within the year 1941. More than one-half of these additional employees will be required by the middle of the year. An increase in industrial employment in the Hartford area of 22,000 workers during the past year has absorbed all of the locally available skilled labor, and about 6,000 employees have already been hired from outside the Hartford area. Local training facilities are expected by the Bureau of Employment Security to supply approximately 6,000 adaptable employees within the year. The greatest difficulty from this standpoint seems to be in securing a suitable supply of trainees locally. It will probably be necessary to import a part of the younger men who are being prepared for work through these training courses.

In addition, it is probable that the remaining 6,000 employees will be drawn into the area during the year. Of these it is estimated that approximately one-half, or 3,000, will be married. The housing census of 1940 reported the following vacancies for sale or rent in the Hartford area as of April 1940:

| | *Units* |
|---|---|
| Hartford (1.8 percent) | 800 |
| West Hartford (3 percent) | 278 |
| East Hartford (1.8 percent) | 88 |
| Manchester (1.5 percent) | 98 |
| Wethersfield (1.6 percent) | 38 |
| Total | 1,302 |

In October 1940 the Work Projects Administration reported on the basis of a sample vacancy survey conducted in Hartford, East Hartford, and West Hartford: "At present the vacancy ratio is below 1 percent, and there are probably less than 200 dwelling units vacant and available for rent in the Hartford area." It is believed that at the present time practically all of the vacancies in suitable condition and for rent in ranges which defense industrial workers can afford to pay have been absorbed. Between October 1939 and February 1941 rents increased an average of 9 percent for over one-quarter of rental properties, according to a special Bureau of Labor Statistics survey.

Permits for new building in recent years in Hartford and the immediately neighboring towns of East Hartford, Farmington, Manchester, West Hartford, and Wethersfield were recorded for 1,029 units in 1939 (of which 146 public), 2,215 units in 1940 (of which 567 public), and 1,426 in the first 4 months of 1941 (of which 1,000 were for public defense housing). Title VI provisions of the National Housing Act are available in this area as an aid to reducing the risks of private builders in providing that construction programed for private enterprise.

### NEW BRITAIN

For New Britain, Conn., which is located in Hartford County, a program of housing for industrial-defense workers has been projected calling for 600 dwelling units. Of these 600 units, 500 are being built by the Federal Works Agency, and it is recommended that rentals approximate $20 to $30 per month. A project containing 300 of these 500 units is reported more than 50 percent completed as of recent date. An additional 100 units are recommended for construction by private enterprise to provide accommodations at rentals of $35 to $40 per month. Defense activity in this area which has contributed to the expansion of employment and the need for defense housing includes the manufacture of airplane and bomb parts, ammunition components, gas mask parts, machine tools, and other diversified products essential to the defense program.

According to the Bureau of Employment Security survey, dated January 25, 1941, it is estimated that a minimum of between 2,000 and 2 300 additional workers will be employed in New Britain during 1941. The local supply of labor is inadequate to meet the anticipated hirings during the coming year even for inexperienced workers and a general labor shortage looms as a possibility in the area. Types of workers required for the most part will be unskilled and semiskilled factory labor, although employers will demand experienced hands so long as they can be secured. Based on the shortage of labor it is estimated that approximately 1,000 to 1,200 workers will have to be imported during the current year. Since local employers rely principally upon the defense training courses to supply the necessary skilled workers, it is felt that the greater part of the workers to be imported will be unskilled. At the start these workers will receive about $20–$25 per week. The executive director of the local housing authority estimates that 50 percent of the workers to be imported will be married.

The extremely low level of vacancies in the area is indicative of the housing shortage, the housing census reporting vacancies of only 125 units or 0.6 percent of the total as of April 1, 1940. Subsequent surveys since this date show an even more stringent situation with respect to available dwelling accommodations. Rent increases averaging about 13 percent for two-thirds of rental properties were reported by the Bureau of Labor Statistics over the period between October 1939 and April 1941. Building by private enterprise has been unable to keep pace with the needs for additional housing, especially in the provision of rental housing which defense workers can afford on the basis of prevailing earnings. Private building accounted for 76 units in 1939, 163 in 1940, and 42 in the first 4 months of 1941, according to recorded permits. Public buildings supplied 340 United States Housing Administration units in 1940 and 300 defense housing units in the first 4 months of 1941. Provisions of title VI of the National Housing Act are available in the New Britain area.

### NEW LONDON

The New London area, including Groton and the other immediately surrounding towns of Waterford, Ledyard, Stonington, and Norwich is located in southeastern Connecticut. On the basis of expansion of defense activity at the United States Naval Submarine Base at New London and the Electric Boat Co. in Groton, a defense-housing program for 800 family dwelling units has been projected. In addition, 400 demountable dormitory units have already been provided by the Farm Security Administration for single civilian defense workers in the shipbuilding industry in order to meet the immediate needs for housing this type of workman.

Of the 800 family dwellings programmed, 100 have already been built for enlisted men at the submarine base directly by the Navy, and for these units approximate rentals of $11 to $26 per month are recommended. The Federal Works Agency is building 200 units for enlisted personnel at the submarine base to rent at similar amounts, and 400 units for workers of the Electric Boat Co. for which approximate rentals of $20 to $50 per month are proposed. Recommendation is also made for 100 units to be built by private enterprise to rent for approximately $25 to $50 per month.

Aside from the expansion of the submarine base and of employment at the Electric Boat Co., there is in addition diverse manufacturing in this area which will be stimulated both directly and indirectly by defense orders.

According to a Bureau of Employment Security survey dated March 13, 1941, local labor is estimated to be sufficient for unskilled employment needs. The importation of 500 skilled workers is deemed necessary. In view of other reports this estimate is extremely conservative, partly because of the cautious selection policy of the principal employer and partly because of the probability of the extra employment required in other defense activity in the area.

A local survey in December 1940 reported a stringent vacancy situation, and a recheck in March 1941 found practically no habitable vacant dwellings within the immediate vicinity of defense plants. Rent increases averaging 14 percent for a fifth of all rental properties were reported in a special survey of the Work Projects Administration for the period March 1940 to May 1941.

Private building is proceeding at a rate of around 50 new family dwelling units per year. However, New London expects to lose between 40 and 50 dwelling units this year by demolition as a result of the construction of a new bridge between New London and Groton. The financing provisions of title VI of the National Housing Act are now available in the area and it is hoped that under these provisions private builders will be able to provide 100 additional dwellings.

### WATERBURY

In the Waterbury, Conn., area a large group of manufacturers, including the American Brass Co., Chase Brass & Copper Co., Scovill Manufacturing Co., Waterbury Farrel Foundry & Machine Co., and Patent Button Co., have received extensive defense contracts for ammunition components and other materials directly or indirectly essential to the defense program.

Although complete data on this situation are not yet available, it is apparent that as a consequence of the expansion in employment a critical housing situation has resulted. Existing vacancies and current private construction are not adequate to meet this housing need. A vacancy survey conducted by the Work Projects Administration in February 1941 showed vacancies of only 1 percent; rental vacancies being only 0.3 percent. The Bureau of Labor Statistics reports permits for Waterbury of 138 units in 1939, 233 in 1940, and 72 in the first 4 months of 1941. The same agency reports increased rentals averaging 10 percent for over half of all rental properties for the period October 1939 to April 1941.

Due to the extreme urgency of getting defense housing started for those defense workers who are clearly out of the reach of private enterprise, because of low incomes or because of the uncertain period of defense activity, the Coordinator of Defense Housing has made a special preliminary recommendation for the immediate building of 300 family dwelling units by the Federal Works Agency with rentals tentatively recommended to approximate $25 to $35 per month.

The housing situation in Waterbury is currently being closely followed so that attention will quickly be given additional needs for defense housing should they appear on the basis of information gathered as to labor requirements and supply, in-migration, vacancies, the rate of new construction and other pertinent data.

### FINANCING PROVISIONS OF HOUSING ACT MADE AVAILABLE

In general, it should be emphasized that as an aid to stimulating new construction by private industry in areas urgently requiring housing for defense industrial workers, the financing provisions of title VI of the National Housing Act have been made available in the Bridgeport, Bristol, Hartford, Meriden, New Britain, New Haven, New London, and Waterbury areas by the Federal

Housing Administration. The Division of Defense Housing Coordination is keeping a close watch on the volume of new construction by private industry in these areas in relation to the defense-housing requirements.

The defense-housing program in these Connecticut areas, as elsewhere throughout the country, is organized to be as flexible and adaptable as possible, both as to the type of housing judged best to meet the needs of any locality, be it constructed by private enterprise or public agency and permanent or temporary in type (even to the provision of trailers and demountable dormitories for immediately urgent temporary needs), and adaptable to meet changing conditions due to changes in the nature and direction of the defense program as a whole.

These areas in Connecticut where defense housing has already been programmed, as well as all other localities in the State where there is reason to believe that the impact of the defense effort may adversely affect the housing situation, are under constant surveillance by the Division of Defense Housing Coordination so that the housing requirements of industrial defense workers may adequately be cared for with the least dislocation of normal economic relationships consistent with the full accomplishment of the emergency program. Further expansion of defense industry beyond that now anticipated, or more rapid exhaustion of resident-labor supplies than is believed likely, would necessitate revision of the housing program. Continuing reinvestigation of these areas is, therefore, regularly carried on, so that changes in the local housing requirements may be met by corresponding changes in the programs for defense housing.

### HOMES REGISTRATION OFFICES

Homes registration offices have been set up by the Division of Defense Housing Coordination in the areas of Bridgeport, Bristol, Hartford, East Hartford, New Britain, New Haven, and Waterbury. At New London, Stamford, and Torrington, other such offices are being established which are not yet in operation. One of the functions of these offices, besides their primary function of discovering all available existing accommodations in the locality and relating them to the needs of defense workers, is to report to the Division of Defense Housing Coordination the need for additional housing for defense workers as determined by their records locally of available rental accommodations and of applications which are made to them by defense workers in urgent need of a place to live.

This information, in addition to the large amount of material already gathered reflecting the labor and housing situation in these areas, will be an additional aid to the Defense Housing Coordinator in determining housing needs for defense industrial workers.

(As exhibit 17, there is here included a statement received by the committee subsequent to the hearing, from Mr. Noel Sargent, secretary, National Association of Manufacturers, of New York City, which contains information applicable in part to industries of the Connecticut area of national-defense activity, as well as to other such centers throughout the country. The statement follows:)

## EXHIBIT 17.—RECRUITMENT AND TRAINING OF LABOR FOR DEFENSE

### REPORT BY NOEL SARGENT, SECRETARY, NATIONAL ASSOCIATION OF MANUFACTURERS, NEW YORK CITY, N. Y., JULY 7, 1941

The National Association of Manufacturers has undertaken surveys in the months of January, February, April, and May of companies having defense contracts. A different group of companies was covered in each of such surveys. The following percentages of companies surveyed have reported shortages of skilled labor:

| | *Percent* |
|---|---|
| January | 45 |
| February | 55 |
| April | 41 |
| May | 56 |

Because there has been a great deal of discussion in recent months of the possibility of industry going on a 24-hour 7-day basis, we also asked these companies whether they would have a shortage of skilled labor if an effort were made to operate on such a 168-hour week basis. The following percentages of companies with defense contracts indicated that they would have a shortage of skilled labor if they attempted to so operate:

| | *Percent* |
|---|---|
| January | 73 |
| February | 88 |
| April | 76 |
| May | 89 |

### SHIFTING OF WORKERS

We have no statistical information as to competition between employers "for workers where the labor supply is inadequate." I wish to advise, however, that the National Association of Manufacturers has, through its board of directors, taken the following position with reference to this:

Employers should cooperate with each other, and with Government and employees, in endeavoring to encourage workers engaged in defense production in one area to remain in such areas. Such shifting is uneconomical since it may involve unnecessary double training of workers, may encourage spiraling of costs and prices, may create special housing troubles in many communities, and may add to the problems of present defense production and postdefense reconstruction.

The problem of an adequate and efficient labor supply is of primary concern to manufacturers today. Many employers are losing capable employees to other employers, as well as to the Government, and replacements are difficult. Expanding organizations suffer through inability to augment their present forces by capable additions. Under these circumstances, the following suggestions should be helpful toward bringing about an understanding of the present situation and in centering thought on ways and means that may help to solve the difficulties.

### LABOR A LOCAL PROBLEM

While the emergency is a national one, the labor problem is essentially a local problem, and to the extent that manufacturers can work out their problems locally, the national objective will be facilitated.

The prosecution of the defense program is not necessarily helped by the movement of employees from one defense industry to another, because obviously the total employment is not increased. As a matter of fact, operations are slowed down because of the probable lower efficiency of employees in new employment as against their efficiency in their old employment.

Employers in nondefense industries would do well to reconcile themselves to the probability that some of their employees will be taken by defense industries. It seems obvious that the necessities inherent in the defense industries may bring forth financial inducements to employees which employers in nondefense industries will not or cannot meet.

The foregoing considerations will vary in degree in localities. Joint meetings of employers locally are suggested for the purpose of spreading a common appreciation of the situation and exploring the opportunities for cooperation with the objective of prosecuting the defense program most effectively and with the least detriment to all. In such discussions, while emphasis may be placed upon the primary importance of the defense industries, the desirability of facilitating defense production with the least disruption of nondefense industries may properly be considered.

### RECOMMENDATIONS

Out of the experience of several communities and those of manufacturers who have for some time faced this problem and, with varying degrees of success solved it, a review of some of the approaches that have been found helpful may be of assistance to others.

We, therefore, make these recommendations:

(1) In the recruiting of new labor we believe employers should first make use of all available agencies within their community whose primary concern it is to supply employees, including Federal, State, and manufacturers' employment services; and, further, that employers should utilize all available local labor resources before resorting to the recruiting of additional labor from outside their local areas.

(2) The use of intensive short-term job training to develop rapidly an adequate and efficient labor force.

(3) The necessity for continuous apprenticeship training during this critical period to build up the nucleus of skilled labor essential to the welfare and progress of the country.

(4) The use of upgrading.

(5) The fullest use of vocational and trade-school facilities in the community.

(6) We believe the use of such recruiting practices as advertising and general solicitation for currently employed workers does not expand the total available labor force and that these practices often disturb current defense production.

### TRAINING PROGRAM

With reference to the problem of training programs within industry, I submit herewith a memorandum analyzing the nature of training programs now being conducted by several companies with defense contracts. I addition, I wish to advise that our association has taken the following position with reference to the training of workers.

(*a*) One of the urgent problems in the Nation-wide effort to increase production for national defense is that relating to the rapid training of a sufficient supply of skilled labor.

(*b*) Employers should endeavor to augment the supply of skilled labor in occupations where shortages now exist or are threatened. This involves an intensive training program to develop an adequate supply of workers able to perform specific operations and tasks to meet the emergency requirements of the national-defense program.

(*c*) The task of training a labor force adequate to fill defense-production requirements can most effectively be accomplished by industry itself, and we believe that the basic principles enumerated below may serve as a guide to management in meeting its individual training problem.

### FACTORS IN SHORT-TERM TRAINING

It is recommended that consideration be given to these various factors that enter into a short-term training program:

(1) That each company give some thought to the trade- and vocational-school facilities available in its community for the purpose of cooperating with such community efforts in a training program.

(2) That the technique known as job training, insofar as it is practicable and feasible, serve as a basis for the training program. This technique, which is predicated on the breaking down of complex jobs into their single component operations, has in many cases proved successful as a means of providing short-term instruction to unskilled and semiskilled workers by teaching them, on the machine, how to perform efficiently the single task or operation that will be required of them.

(3) That all trainees be instructed on the specific machines they will be required to use on the job.

(4) That all applicants be given ability tests to determine if they should be given the proposed training.

(5) That adequate and competent instruction and supervision be made available to them during the period of their training.

(6) That employers give some consideration to the "vestibule school" technique that was developed during the World War for the purpose of training unskilled workers on the very threshold of the shop to familiarize them with various aspects of machine operation in a very short period of time. This method proved both practical and valuable during the war period in turning out reasonably competent machine operators in a comparatively few days' time.

(7) That each company give some study to the intensive short-period training programs developed during the World War by the United States Committee on Education and Special Training. This committee developed high-speed training techniques based on the theory of "teaching on the job" through performance questions, problems, and guided discussions.

(*d*) In approaching the problem of short-term intensive training, we believe it is desirable to point out the difference between the training problem that exists in mass-production industries and in those companies which are engaged in specialty work, by reason of the fact that the job-training technique might prove both practical and feasible in building up the required labor supply for mass industries, but would prove unsatisfactory for the specialty plants, which require all-around skilled mechanics for the largest part of their production work.

(*e*) Another phase of the intensive, short-term training problem is the danger inherent in developing a substantial number of semiskilled workers trained in only one or a few of the single repetitive operations required for the national-defense production program who will be unfitted for any other work when the emergency of the defense program is over. In this connection, we believe it to be desirable for all employers to give serious consideration to the possibility of affording such employees the opportunity of rotating from one job to another in the plant, so that they may progress from simple jobs to more complex ones through a wider familiarity of production operations, and, further, that companies should extend what cooperation they can in making it possible for such employees to develop themselves into all-around mechanics. In this way such employees may be better equipped for peacetime work when the armament period is over.

## TRAINING PROGRAMS IN PLANTS HAVING PRIMARY GOVERNMENT DEFENSE CONTRACTS AS REVEALED BY "PREPAREDNESS THROUGH PRODUCTION" SURVEY CONDUCTED UNDER THE AUSPICES OF THE NATIONAL INDUSTRIAL COUNCIL

Various types of in-plant training programs were reported by 672 primary contractors in 16 major industries, or almost one-half the total number of 1,393 primary contractors throughout the Nation, which were reported in the survey. (See table 1.)

The metal trades, including iron and steel, nonferrous metals, machinery, transportation equipment, and railroad and machine repair shops accounted for almost 64 percent of all the plants reporting training programs. The next 10 percent of these plants were in the textile industry, followed by 5 percent in the forest-products industry. The remaining 21 percent were distributed among the other 9 major industries, ranging in importance from 3.6 percent in the stone, clay, and glass industry to less than 1 percent in the petroleum and coal-products industry. (See table 1.)

According to this survey 71 percent of the prime contractors manufacturing products of petroleum and coal reported in-plant training programs; printing and publishing prime contractors and machinery prime contractors each accounted for 65 percent of their industry, rubber contractors for 64 percent. In no industry were training programs reported in less than one-fourth of the plants. (See table 1.)

### SIX TYPES OF PROGRAMS

Six major types of training programs were covered by this survey.[1] (See table 2.) The metal trades, including five major industries, accounted for between 58 and 72 percent of all the training programs.

Next to the metal trades, the textile industry reported most of the supervisory training programs or 8.4 percent of the total in this category, 10.4 percent of the machine-operator training programs, and 17.4 percent of the learner-training programs.

The forest-products industry was second in importance in apprentice training with 5.7 percent of all the programs; the chemical industry was second in importance in technical training with 6.5 percent of the programs; and the stone, clay, and glass industry was second in short-term job training, with 7.1 percent of the programs in this category.

The relative importance of the six types of programs is shown in table 3. For all the 16 industries combined apprenticeship programs appear to be most important and were reported by 49 percent of the 672 plants having training programs; 46 percent of the plants had machine-operator training programs, followed in order of importance by 35 percent of the plants with supervisory, 33 percent with learner, 14 percent with technical apprentice, and 13 percent of the plants with short-term job training.

The metal trades, with most of the training programs, followed all industries fairly closely in the relative importance of the programs: 56 percent of its plants had apprentice training, 48 percent reported machine-operator training, 35 percent learner training, 32 percent supervisory, 14 percent technical apprentice, and 12 percent short-term job training.

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[1] See Definitions of Training Programs, p. 5520.

### SUPERVISORY AND TECHNICAL TRAINING

Supervisory training and technical training were relatively more important in the petroleum-and-coal-products industry than in any other, as 80 percent of its plants had such programs. Apprentice training was most important in the printing and publishing industry, where 73 percent of the plants reported such program; machine-operator training was most important in the paper industry, as attested by 75 percent of its plants; learned programs were of greater relative importance in railroad and machine-repair shops, with 60 percent of such plants having these programs;. and short-term job training, the least numerous of all the training programs, was of greatest relative importance in the chemical industry, with 29 percent of its plants included in this category.

Table 4 shows the number of plants with defense contracts, which indicated that they would be able, because of in-plant training programs, to expand their labor force in 3 months in varying degrees without hiring additional skilled labor from outside. The total number, 697, represented one-half of the total number of primary contractors in this survey.

Over one-half of the 697 plants were in the metal trades, where skilled labor shortages have been reported in various parts of the country. Forest products plants, textile plants, stone, clay, and glass plants, and chemical plants each accounted for over 5 percent, and altogether for over 28 percent of the total. The remaining 7 industries combined reported less than 19 percent of the total.

The ability to expand the skilled labor force from within was reported by 51 percent of the metal trades, 71 percent of the printing and publishing plants, 65 percent of the chemical plants, and 64 percent of the rubber plants. Of the 16 major industries, only 5 indicated that fewer than 50 percent of their plants had a potential skilled labor reserve.

If production were stepped up from present levels to a 3-shift-per-day basis, 441 plants, or 32 percent, of the 1,393 primary contractors in this survey would require 65,816 additional skilled workers (see table 5). This is an average of 149 skilled workers per plant.

The metal trades comprised 62 percent of the total number of plants, and included 61 percent of the total added skilled labor requirements. Forest products industries accounted for the next 10 percent of the total number of plants, but included only 4 percent of the total added labor requirements, whereas the textile industry, accounting for 8 percent of the total number of plants, included 17 percent of the total added labor requirements.

The greatest number of added skilled labor per plant, 500, would be needed by the rubber industry, followed by 325 per plant by the textile industry. Six industries were estimated to need more added skilled workers per plant than the 149 computed for the national average; these are, in addition to the rubber and textile industries already mentioned, the leather, the nonferrous metal, the machinery and the transportation equipment industries. The metal trades combined would require 148 added workers per plant on a three shift basis of production.

### DEFINITIONS OF TRAINING PROGRAMS

Apprentice: An individual employed by a company for the purpose of receiving the long-term training, both theoretic and practical, necessary to become an all around skilled artisan.

Technical apprentice: An individual employed for the purpose of receiving intensive training in the technical aspects of production, i. e., engineering, etc.

Machine operator: An individual who operates either one or several parts of a machine, or the machine as a whole.

Supervisory employee: One who directs the work of other employees; acts as management's representative and exercises the authority necessary to achieve the production requirements of his position.

Learner: An unskilled individual given general training and instruction to familiarize him with the operations of a given job. Often the learner is trained to become a helper to a more proficient worker, and within a given period may become a semiskilled or skilled worker.

Short-term job training: Is the technique of giving individuals intensive short-term training on the machines which they will be expected to operate, or on the particular job that they will be required to do. Generally, this training is limited to a single task; sometimes to two or three simple tasks.

TABLE 1.—*Summary, by industries, of training programs in plants having primary defense contracts*

[Compiled by National Associations of Manufacturers from "Preparedness through production" survey conducted by National Industrial Council]

| Industry | Total number of primary contractors | Primary contractors reporting training programs | | | Plants reporting training programs according to type | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | Number | Percentage distribution | Percent of all primary contractors | Supervisory | Apprentice | Technical apprentice | Machine operator | Learner | Short term job |
| Food and kindred products | 41 | 10 | 1.5 | 24 | 7 | 3 | ---- | 4 | 1 | ---- |
| Textiles and their products | 168 | 68 | 10.1 | 40 | 20 | 12 | 5 | 32 | 39 | 5 |
| Forest products | 115 | 35 | 5.2 | 30 | 16 | 19 | 3 | 12 | 9 | 4 |
| Paper and allied products | 27 | 8 | 1.2 | 30 | 4 | 2 | 1 | 6 | 3 | 1 |
| Printing, publishing, and allied products | 17 | 11 | 1.6 | 65 | 4 | 8 | ---- | 3 | 3 | 3 |
| Chemicals and allied products | 62 | 17 | 2.5 | 27 | 6 | 11 | 6 | 4 | 2 | 5 |
| Products of petroleum and coal | 7 | 5 | .7 | 71 | 4 | 3 | 4 | ---- | ---- | 1 |
| Rubber products | 22 | 14 | 2.1 | 64 | 7 | 7 | 2 | 4 | 7 | 2 |
| Leather and its manufactures | 22 | 9 | 1.3 | 41 | 5 | 1 | ---- | 3 | 3 | ---- |
| Stone, clay, and glass products | 80 | 24 | 3.6 | 30 | 10 | 6 | 5 | 9 | 8 | 6 |
| Iron and steel and their products not including machinery | 305 | 172 | 25.6 | 56 | 44 | 94 | 18 | 79 | 39 | 19 |
| Nonferrous metals and their products | 81 | 43 | 6.4 | 53 | 15 | 25 | 9 | 19 | 15 | 4 |
| Machinery, not including transportation equipment | 273 | 177 | 26.3 | 65 | 63 | 96 | 27 | 93 | 64 | 24 |
| Transportation equipment, land, air, and water | 60 | 30 | 4.5 | 50 | 12 | 21 | 5 | 12 | 12 | 2 |
| Railroad and machine repair shops | 9 | 5 | .7 | 56 | 3 | 2 | ---- | 3 | 3 | 1 |
| Miscellaneous industries | 104 | 44 | 6.5 | 42 | 18 | 22 | 8 | 24 | 16 | 8 |
| Total | 1,393 | 672 | 100.0 | 48 | 238 | 332 | 93 | 307 | 224 | 85 |
| Metal trades | 728 | 427 | 63.5 | 59 | 137 | 238 | 59 | 206 | 149 | 50 |

TABLE 2.—*Percentage distribution by industry of six major types of training programs*

| Industry | Supervisory | Apprentice | Technical apprentice | Machine operator | Learner | Short-term job |
|---|---|---|---|---|---|---|
| Food and kindred products | 2.9 | 0.9 | ---- | 1.3 | .4 | ---- |
| Textiles and their products | 8.4 | 3.6 | 5.4 | 10.4 | 17.4 | 5.9 |
| Forest products | 6.7 | 5.7 | 3.2 | 3.9 | 4.0 | 4.7 |
| Paper and allied products | 1.7 | .6 | 1.1 | 2.0 | 1.3 | 1.2 |
| Printing, publishing, and allied products | 1.7 | 2.4 | ---- | 1.0 | 1.3 | 3.5 |
| Chemicals and allied products | 2.5 | 3.3 | 6.5 | 1.3 | .9 | 5.9 |
| Products of petroleum and coal | 1.7 | .9 | 4.3 | ---- | ---- | 1.2 |
| Rubber products | 2.9 | 2.1 | 2.2 | 1.3 | 3.1 | 2.4 |
| Leather and its manufactures | 2.1 | .3 | ---- | 1.0 | 1.3 | ---- |
| Stone, clay, and glass products | 4.2 | 1.8 | 5.4 | 2.9 | 3.6 | 7.1 |
| Iron and steel and their products, not including machinery | 18.5 | 28.3 | 19.4 | 25.7 | 17.4 | 22.4 |
| Nonferrous metals and their products | 6.3 | 7.5 | 9.7 | 6.2 | 6.7 | 4.7 |
| Machinery, not including transportation equipment | 26.5 | 28.9 | 29.0 | 30.3 | 28.6 | 28.2 |
| Transportation equipment, land, air and water | 5.0 | 6.3 | 5.4 | 3.9 | 5.4 | 2 4 |
| Railroad and machine repair shops | 1.3 | .6 | ---- | 1.0 | 1.3 | 1.2 |
| Miscellaneous industries | 7.6 | 6.6 | 8.6 | 7.8 | 7.1 | 9.4 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| Metal trades | 57.6 | 71.7 | 63.4 | 67.1 | 66.5 | 58.8 |

TABLE 3.—*Types of training programs as a percent of all plants in each industry having training programs*

| Industry | Supervisory | Apprentice | Technical apprentice | Machine operator | Learner | Short term job |
|---|---|---|---|---|---|---|
| Food and kindred products | 70 | 30 | ---------- | 40 | 10 | -------- |
| Textiles and their products | 29 | 18 | 7 | 47 | 57 | 7 |
| Forest products | 46 | 54 | 9 | 34 | 26 | 11 |
| Paper and allied products | 50 | 25 | 13 | 75 | 38 | 13 |
| Printing, publishing, and allied products | 36 | 73 | -------- | 27 | 27 | 27 |
| Chemicals and allied products | 35 | 65 | 35 | 24 | 12 | 29 |
| Products of petroleum and coal | 80 | 60 | 80 | --------- | ------- | 20 |
| Rubber products | 50 | 50 | 14 | 29 | 50 | 14 |
| Leather and its manufactures | 56 | 11 | -------- | 33 | 33 | -------- |
| Stone, clay, and glass products | 42 | 25 | 21 | 38 | 33 | 25 |
| Iron and steel and their products, not including machinery | 26 | 55 | 10 | 46 | 23 | 11 |
| Nonferrous metals and their products | 35 | 58 | 21 | 44 | 35 | 9 |
| Machinery, not including transportation equipment | 36 | 54 | 15 | 53 | 36 | 14 |
| Transportation equipment, land, air, and water | 40 | 70 | 17 | 40 | 40 | 2 |
| Railroad and machine repair shops | 60 | 40 | ---------- | 60 | 60 | 20 |
| Miscellaneous industries | 41 | 50 | 18 | 55 | 36 | 18 |
| Total | 35 | 49 | 14 | 46 | 33 | 13 |
| Metal trades | 32 | 56 | 14 | 48 | 35 | 12 |

TABLE 4.—*Summary and percentage distribution by industry and percent of total number of plants in industry, of primary contractors able to expand labor force in 3 months without hiring additional skilled labor*

| Industry | Total number of primary contractors | Primary contractors able to expand labor force | | |
|---|---|---|---|---|
| | | Number | Percentage distribution | Percent of total number |
| Food and kindred products | 41 | 21 | 3.0 | 51 |
| Textiles and their products | 168 | 50 | 7.2 | 30 |
| Forest products | 115 | 64 | 9.2 | 56 |
| Paper and allied products | 27 | 13 | 1.9 | 48 |
| Printing, publishing, and allied products | 17 | 12 | 1.7 | 71 |
| Chemicals and allied products | 62 | 40 | 5.7 | 65 |
| Products of petroleum and coal | 7 | 1 | .1 | 14 |
| Rubber products | 22 | 14 | 2.0 | 64 |
| Leather and its manufactures | 22 | 11 | 1.6 | 50 |
| Stone, clay, and glass products | 80 | 44 | 6.3 | 55 |
| Iron and steel and their products, not including machinery | 305 | 167 | 24.0 | 55 |
| Nonferrous metals and their products | 81 | 37 | 5.3 | 46 |
| Machinery, not including transportation equipment | 273 | 128 | 18.4 | 47 |
| Transportation equipment, land, air, and water | 60 | 30 | 4.3 | 50 |
| Railroad and machine repair shops | 9 | 6 | .9 | 67 |
| Miscellaneous industries | 104 | 59 | 8.5 | 57 |
| Total | 1,393 | 697 | 100.0 | 50 |
| Metal trades | 728 | 368 | 52.8 | 51 |

**Table 5.**—*Summary and percentage distribution by industry of added skilled labor required by primary contractors, if production is stepped up from present levels to a 3-shift basis*

| Industry | Added skilled labor | | Plants reporting | | Average number of workers per plant |
|---|---|---|---|---|---|
| | Number | Percentage distribution | Number | Percentage distribution | |
| Food and kindred products | 480 | 0.7 | 9 | 2.0 | 53 |
| Textiles and their products | 11,359 | 17.3 | 35 | 7.9 | 325 |
| Forest products | 2,662 | 4.0 | 42 | 9.5 | 63 |
| Paper and allied products | 265 | .4 | 5 | 1.1 | 53 |
| Printing, publishing and allied products | 477 | .7 | 4 | .9 | 119 |
| Chemicals and allied products | 985 | 1.5 | 19 | 4.3 | 52 |
| Products of petroleum and coal | 18 | (1) | 1 | .2 | 18 |
| Rubber products | 3,002 | 4.6 | 6 | 1.4 | 500 |
| Leather and its manufactures | 1,674 | 2.5 | 6 | 1.4 | 279 |
| Stone, clay, and glass products | 1,051 | 1.6 | 15 | 3.4 | 70 |
| Iron and steel and their products, not including machinery | 9,822 | 14.9 | 112 | 25.4 | 88 |
| Nonferrous metals and their products | 6.101 | 9.3 | 30 | 6.8 | 203 |
| Machinery, not including transportation equipment | 15.280 | 23.2 | 102 | 23.1 | 150 |
| Transportation equipment, land, air, and water | 8,915 | 13.5 | 24 | 5.4 | 371 |
| Railroad and machine repair shops | 93 | .1 | 3 | .7 | 31 |
| Miscellaneous industries | 3,652 | 5.5 | 28 | 6.3 | 130 |
| Total | 65,816 | 100.0 | 441 | 100.0 | 149 |
| Metal trades | 40,191 | 61.1 | 271 | 61.5 | 148 |

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[1] Less than one-tenth of 1 percent.

(The following were also received subsequent to the hearing and have been entered in the record as exhibits:)

## Exhibit 18.—Purchasing Procedure of War Department

War Department,
Office of the Under Secretary,
*Washington, D. C., July 15, 1941.*

Hon. John H. Tolan,
*Chairman of the Select Committee to Investigate Migratory Labor,*
*House of Representatives, Washington, D. C.*

Dear Mr. Tolan: It is desired to clarify some points covered in a statement by Mr. N. W. Ford, manager of the Manufacturers Association of Connecticut, Inc., submitted to your committee in Hartford, Conn., on June 24 and June 25, 1941. The particular points at issue relate to his statements that: (1) The Hartford Ordnance District Office acts primarily as a "forwarding office"; (2) the Hartford office has no authorization to award prime contracts; (3) and, that office should be authorized to award contracts for component parts.

In the first place it is evident that Mr. Ford is not clearly familiar with the purchasing procedure now in force. In the large majority of cases bids received for Ordnance matériel are negotiated. The Congress granted such authorization to negotiate contracts, but in order to maintain a sufficiently high degree of competition consistent with the expeditious placing of contracts several districts are usually required to submit negotiated bids for the same article of munitions. The actual awards have to be made in Washington. Upon the announcement of the award the district offices proceed with the preparation and execution of contracts, and the executive of the district is normally the contracting officer. This procedure explains why Mr. Ford might have gained the impression that the district office acts primarily as a forwarding "office."

You are further advised that the only contracts placed by Ordnance district offices are prime contracts. In contradistinction, the only other [illegible] of contract is the subcontract which, as its name implies, is placed in [illegible] instance by the prime contractor.

In regard to the authority to place contracts for component parts the policy of the Ordnance Department uniformly prescribes such practice when it is practicable to do so. For instance, a complete round of artillery ammunition is composed of the following metal components, which are contracted for separately: Shell forging, machining of shell, cartridge case, primer, fuze, and booster. Also, in purchasing artillery matériel contracts are let for components as follows: Gun forging, gun machining, carriage, recoil mechanism, and fire-control equipment.

It is desired that your committee take cognizance of the information contained in this letter in the clarification of Mr. Ford's testimony.

Sincerely yours,

Robert P. Patterson,
*Under Secretary of War.*

## Exhibit 19.—Vocational Rehabilitation Service

### REPORT BY E. P. CHESTER, STATE SUPERVISOR, VOCATIONAL REHABILITATION SERVICE, CONNECTICUT STATE DEPARTMENT OF EDUCATION

Vocational rehabilitation was conceived as a service supplementing workmen's compensation, and was originally developed for the benefit of the so-called industrial cripple. The Basic Federal Act establishing this service indicates a purpose of "reestablishment in industry of persons injured in industry or otherwise." The word "otherwise" refers to persons incurring disabilities as the result of accidents other than industrial, as the result of disease or from congential causes. The promoters of rehabilitation legislation felt that such a service was needed fully as much for economic reasons as for social benefits. They felt that the vocational adjustment of persons with physical defects from a condition of dependence upon society to a status of independence, in which as workers they could support themselves and their families, was the responsibility of society. Furthermore it was felt that acceptance by society of the responsibility of providing an adequate service of vocational adjustment of its physically defective citizens would not only greatly lessen the burden of supporting such persons in idleness, but at the same time would improve the quality of citizenship of the community.

Another consideration which is part of the basic philosophy of rehabilitation is that persons who desire to earn their own living, and have sufficient mental and physical capacity to do so, are entitled to an opportunity to work. Still another consideration is that all of the jobs in a community do not require the full use of all of the physical abilities of workers. There are many jobs which persons with less than full physical capacity can perform with entire satisfaction to an employer.

Perhaps a final conception of the philosophy of rehabilitation is that it is far less expensive to allow persons with physical defects able to do a day's work, to share such work opportunities as are available proportionately with physically normal workers.

### HISTORY OF VOCATIONAL REHABILITATION

Originally sponsored by a few workmen's compensation officials, vocational rehabilitation service had its beginning in a few instances prior to 1920, at which time the Federal Government passed the Civilian Vocational Rehabilitation Act. This provided grants-in-aid to States accepting the act on the basis of funds being matched dollar for dollar in the promotion of rehabilitation service. Soon after the Federal act was passed a large number of States accepted the Federal act. Within 10 years there were less than a half dozen States not cooperating with the Federal Government in a service of vocational adjustment to physically handicapped persons. At the present time all of the States are cooperating with the Federal Government in this respect as well as the District of Columbia and the possessions of Hawaii and Puerto Rico. Approximately 100,000 persons throughout the country have been rehabilitated into a condition of self-support and have assumed their places in society as workers and are meeting their obligations to society as responsible citizens.

### VOCATIONAL REHABILITATION IN CONNECTICUT

The State of Connecticut accepted the Federal Rehabilitation Act in December 1929 and the work was inaugurated late in 1930. During this period some 2,000 persons have received benefits from this service who are now working in various capacities in committees throughout the State.

It has been the purpose of the Connecticut Service of Rehabilitation to provide such aids as were permissible and practical that would result in the satisfactory vocational adjustment of persons throughout the State, found to be permanently physically handicapped. Wherever possible when services were required by individuals which involved expenditures of funds not permissible under the Rehabilitation Act, arrangements were made with cooperating agencies for the securing of such additional needed services. I refer specifically to such situations as the provision of maintenance during periods of training, surgical procedures, hospitalization, etc.

The primary service of vocational rehabilitation is vocational adjustment by process of preparation for a person with physical defects so that he may work satisfactorily and safely. The most common form of preparation is vocational training. This training is provided either in our State trade schools or is purchased from other reputable schools that are equipped to furnish the type of preparation needed. Since there are many more occupations at which persons are employed or can be employed than are specifically taught in established schools, it is very often necessary that a plan of preparation which we term "employment training" be utilized. By this is meant the making of training arrangements with an employer for training directly on the job. Since time is necessarily lost while a worker stops production to give time to instruction in such a case, payment is made as a tuition fee to such employers during the period of actual instruction involved. In most cases persons with physical defects trained by this method remain with the employer as workers after the training period has been completed.

Occasionally preparation by vocational training is provided through the engaging of a tutor. To cite an illustration let us suppose that a worker loses a hand in employment and the employer is willing to return this worker to a suitable type of job after recovery. If such a situation is brought to the attention of rehabilitation, arrangements can be made to provide a feasible school type of training to the injured worker during a part of the period he is receiving compensation, in preparation for a type of employment which has been determined as practical. Upon the completion of the vocational training above-mentioned an employer might feel it desirable to have the injured worker begin his new job carrying on at the same time specific further preparation more closely related to the actual work conditions of the job. In such a case it would be possible to arrange with the employer for the selection of one of his capable workers who would serve as a tutor. Instruction out of working hours could thus be provided which would improve the vocational fitness of the worker to meet the requirements of the new job. Under such a plan, vocational rehabilitation service would defray the costs of instruction at the school, and also of tutorial training provided by the employer's representative.

It is the purpose of our Connecticut Rehabilitation Service to render a disabled person as physically fit for employment as possible. There would be little use in providing a new skill to such a person, and then asking an employer to accept him as a worker, if the condition of an artificial appliance were such that the employer would be assuming an unusual risk in hiring such a person. In such a case it would be the plan to provide for the satisfactory repair or replacement of the defective appliance.

Appliances usually authorized by vocational rehabilitation service are artificial legs, arms, occasionally braces, and aids to improve or restore hearing.

While the primary function of vocational rehabilitation service is preparation for employment, the responsibility does not cease at this point. It would be an unwise expenditure of public funds to provide preparation for employment without at the same time providing such aids as may be possible to the person with physical defects so that he might secure employment in line with the preparation received. For this reason employers are contacted and persons are referred to them for consideration of employment suited to their physical capacities. In other words, the rehabilitation process does not stop until persons accepted for service actually go to work.

In accepting placement, the cooperation of other agencies is solicited, and chief among such cooperating agencies is the Connecticut State Employment Service.

### PLACE OF REHABILITATION IN NATIONAL DEFENSE

In regard to the national-defense program, rehabilitation finds itself in a two-sided situation, first, increased opportunity for the utilizing of persons with physical defects due to the need for the more physically perfect workers in either military service or more arduous types of employment; and, secondly, an increased responsibility occasioned by the greatly increased number of persons working, the conditions under which relatively unskilled persons must be quickly trained, and the element of speed required in production. These factors have already shown a tendency to result in an increased rate of industrial accident. Workers incurring injury in the course of employment after having gained experience should be returned to employment suited to their physical condition as promptly as possible. Rehabilitation service desires to cooperate to the fullest extent with the employers in this respect.

In regard to the increased opportunity for the employment of persons with physical defects, it is the plan of rehabilitation service to prepare as many of these persons for defense production jobs as can be absorbed in employment. Furthermore, there are opportunities which persons with physical defects can fill not necessarily of a defense-production nature, but as replacements in many of the service occupations where the regular employees having greater skills or physical capacities are changing over to defense jobs.

It would seem that many readjustments might be made within industry itself whereby physically normal workers employed on operations that could be performed by persons with less than normal physical abilities could be transferred to other types of work and replaced with physically handicapped workers.

In order to meet the opportunities and responsibilities brought about by the national-defense program, with the cooperation of the Bureau of Vocational Education of the State Department of Education, the rehabilitation service has been assigned two agents who are devoting their entire time to locating, evaluating, and preparing persons with physical defects to take their places in defense production. The attitude of rehabilitation service in promulgating such a program is not one of attempting to place or recommend for employment as many physically handicapped persons as possible regardless of their work capacities, or their integrity, thereby expecting an employer to assume an unusual risk in hiring them. The purpose is to evaluate as carefully as possible the abilities of these persons to become proficient and productive workers in specific types of occupations required either for national defense or as replacements of workers transferred to other jobs.

There are many problems to be solved in such a program dealing with persons with less than normal physical abilities, and it is gratifying that many employers throughout the State have been willing to consider our rehabilitation applicants, and have evaluated their fitness for specific types of jobs on the basis of ability rather than disability. In other words, many employers have not barred from employment a person with a physical defect, where the defect did not interfere with satisfactory performance on the selected job.

Some employers, however, are still skeptical of the feasibility of utilizing persons with physical defects as workers. The major fear on the part of the employer is that a further injury to an already handicapped individual constitutes a risk they are not willing to assume. Further accidents to partially handicapped workers can be avoided if careful consideration is given to the type of work to which they are assigned, fitting them to the jobs at which they can be most efficient, and giving them the fullest measure of pay commensurate with their ability.

There are, of course, persons who cannot work with safety to themselves and their fellow employees who must be rejected. Employers cannot use this type of disabled person, and will naturally refuse to hire him. But there are many handicapped persons who can work effectively who should not be denied an opportunity. Wherever possible, this type of person should be fitted to a job suited to his capacity and paid for the work he can do. In other words, he should be hired and fired on the same basis as the physically normal worker.

### EXPERIMENT WITH VOCATIONALLY HANDICAPPED WORKERS

About 10 years ago the Western Electric Co., of Kearny, N. J., to quote their representative, J. W. Dietz, considered that "from a social point of view it has been branded as unjust for any industry to enter a community and employ only those who could qualify as being physically perfect. In order to be a good member of a community, socially minded citizens have felt that organized industry, as such, should consider itself responsible for employing a cross section of the entire population of the community, rather than a highly selected group, as has been its custom.

"From an economic point of view, little more could be said then that the vocationally handicapped candidates for employment should, because of their difficulty in securing employment, present a group of more stable employees than the so-called physically perfect group. The actual proof of the idea that it would be good business to employ this class of people would necessitate an actual experiment."

Believing that such an experiment would be desirable, the Western Electric Co. reviewed the medical requirements for employment, and made such revisions as would enhance the opportunity for consideration for employment of handicapped persons formerly not accepted.

Some of the more important changes made were:

*Vision.*—For suitable work, applicants were accepted whose vision was 20/40 in one eye, regardless of the vision in the other eye.

*Deformity or loss of member.*—Such defects merited consideration for suitable work, rather than serving as reasons for outright rejections as was formerly the case.

*Loss of organs as result of surgery.*—Applicants were considered for suitable work wherever possible. Formerly such cases were rejected.

In order to establish a basis of comparison between the physically defective workers and the physically perfect workers, each defective worker as he was hired was matched with a perfect worker. These persons were matched as nearly as possible in that they were hired on the same day, for the same type of work, and in the same department.

For a period of 1 year 652 persons with physical defects were hired, 482 of which were male and 170 female. The following is the percentage of distribution of the defects:

| | *Percent* |
|---|---|
| Vision | 49.7 |
| Deformity or loss of member | 19.4 |
| Hernia | 16.1 |
| Loss of organ as the result of surgery | 3.3 |
| Other | 11.5 |

At the completion of the year's employment analysis was made, and it was found that nearly 8 percent more physically perfect workers severed relationships with the company than did the members of the physically imperfect group; that only 2.6 percent less physically perfect cases were laid off due to lack of work than the physically imperfect cases; that 7.4 percent more physically perfect cases were relieved because they were not suited to the type of work than were physically imperfect cases.

As regards sickness there were 7 percent more physically perfect workers absent on account of sicknes than physically imperfect. As regards accidents, 5.6 percent more of the physically perfect workers had accidents than did members of the other group. As regards income, the members of the physically imperfect group paid on a weekly rated basis, showed an average of 4.6 percent increase in earnings as against 4 percent for the physically perfect group.

As regards production, the cases were spread over many types of work and since many of the jobs were such that objective measurement of success was quite difficult it was reported that the physically imperfect group in many cases equalled any employees and also in many cases there were reported exceptionally outstanding production records.

As regards turn-over, at the end of the trial period there were 307 physically imperfect workers as against 287 physically perfect.

According to Mr. Dietz, 58 percent of all applicants classified by the medical examiner as being physically sound but having some physical defect were placed in suitable employment. Mr. Dietz states that this group was employed not because they possessed vocational defects but because they were qualified to perform a useful service to the company.

The conclusion of this Western Electric study is as follows: "Based upon the data presented thus far in this study, we are of the opinion that there is no real reason why people possessing certain vocational defects would not be employed by large industrial concerns. The result of our year's experience with vocationally handicapped workers was sufficiently satisfactory to make their acceptance a part of the standard practice of our medical department."

### EXPERIENCE OF OTHER EMPLOYERS WITH HANDICAPPED WORKERS

In an address before the International Association of Industrial Accident Boards and Commissions of 1930, Dr. Frank G. Pedley, of Montreal, Canada, said, "The handicapped individual who finds all doors firmly closed against him is not in the way of becoming a good citizen, or a creditable parent," and starvation is not a satisfactory treatment for the handicapped." Commenting upon these remarks and others by Dr. Pedley on the subject of the physically handicapped in industry. Dr. P. R. Crowder, medical director of the Pullman Co., Chicago, said:

"Dr. Pedley has brought before us what I consider a very important subject, one with large social implications. It goes without saying that applicants who cannot work with safety to themselves and their fellow employees must be rejected. Industry cannot make use of them and must protect itself against them. But there are many handicapped who can work effectively. A job is the thing the handicapped worker needs most. Without it the extra compensation he might receive for injury is entirely nonoperative. The remedy for this condition is not a medical one, but a remedy is certainly needed.

"Men who have been handicapped through injury in a plant deserve and should receive from their employers special consideration in order that they may continue as useful and productive members of society. In most places I believe they get it. Wherever possible the man should be fitted to a job suited to his limited capacity and paid for the work he can do. He should not be allowed to use the injury sustained as an excuse for loafing. He should not be made to feel that he can draw wages whether or not he does honest work. Good workmen are often spoiled by such treatment.

"The real difficulty comes, of course, when the handicapped workman must seek a job in a new location, must become an applicant for work in the open market of employment. In my estimation the wise industrial physician tries to find out what kind of work his defective applicant can do and to place him in it, rather than to discard him simply because he is defective, and wise industrial management supports this policy. It may work all right to discard men simply because they are found to be somewhat greater insurance or accident risks so long as only a few industries apply the physical-examination test; but as more and more industries apply such tests and the open field of placement on the simple basis of capacity to produce becomes more restricted, the rejected applicant finds himself in a bad way. In order to live he must work, and the world is becoming so industrialized that only a few can work for themselves. To reject the handicapped is to eliminate a considerable proportion of the potential working forces, among them many good workmen. If strictly applied, it would necessitate the support of many public charges and bring about a social situation which must in time lead to political action for its correction, in which case industry cannot escape large charges.

"The question is, what can the handicapped do? Men who have lost one eye are safe workmen for almost any occupation. They are scarcely handicapped at all. They are rejected by many employers because of the extra hazard of total blindness. It is a very small risk, if occupations especially hazardous to all eyes are avoided, and can well be assumed by any large organization. In 20 years we have had no case of blindness in such a man, though we have many of them in service. They should be and are required to wear protective goggles in shop work, and they should not be given work which requires accurate judgment of distance.

"Men with fingers and thumbs off are usually as good workmen in practice as men not so crippled. Nature has a way of compensating for these things. A man will seldom apply for work he cannot do, and I would always give such a man a chance to make good if he can.

"Men who have lost a hand or an arm are considerably limited in their capacity, but if the proper occupation is found, they often make useful employees. With the proper mechanical appliance for the job he is doing, such a man often keeps up with those who have two good hands.

"Men who have lost a foot or a leg are very little handicapped unless the amputation is done high above the knee. In general they should not work off the ground, though with a low amputation, a good stump, and a well-fitting artificial limb, many of them can climb ladders and work on scaffolds very well.

"Men who are handicapped from defects due to some constitutional disorder are more of a problem than those handicapped through injury. The selection of employment must be more carefully made, and conditions under which the work is done must be considered in the selection of jobs. Some of the commonly encountered conditions are:

"Men with defective vision. Generally this can be corrected or greatly improved by glasses. If the defective vision can be brought to or near the normal, such a man should be able to do any kind of work except some special job where it is practically impossible to wear glasses. Many rough jobs are done as well by those with very low vision, even without corrective lenses.

"Deafness is not much of a handicap for work in most factories. The deaf learn to use their eyes effectively and acquire the habit of attention. It has been our experience that deaf mutes are exceptionally good workmen. They waste no time, and they seldom make trouble.

"Heart diseases make a difficult problem. If bad, these cases cannot work at anything with safety to themselves. If only moderately severe, they may do clerical work or possibly very light labor. There are, however, many hearts showing distinct physical evidence of organic lesions which cause no symptoms and are but slightly handicapping. Such persons should not be put at very heavy labor, but they can do anything which does not involve heavy physical strain. They should be examined from time to time, until it is determined that the work they do is suited to their capacities.

"Hernia is a defect which should disqualify men for very heavy work, but a man with the ordinary kind of hernia can do light to moderately heavy work without detriment to his health, provided he wears a properly fitted truss. There is a little danger of strangulation in any of these cases, but is is very slight, and industry can well afford to take the risk and give them work. To do otherwise eliminates at once about 5 percent of male workers. They cannot be spared, and they should not be deprived of jobs. Industry should not, however, be made responsible for an increase or aggravation of the ordinary form of hernia through work. It is a natural anatomical defect which, with the lapse of time, is likely to become more troublesome anyway, regardless of work. Making the employer responsible gives the workman a little compensation now and then, but it more often deprives him of a job which would pay him much more. Some compensation commissioners have a correct view of this subject; others have yet much to learn.

"In general, a man who is crippled either through injury or constitutional disease and who realizes his handicap is likely to be faithful and loyal to the organization that gives him work to do, thus enabling him to maintain his independence and self-respect. He is, therefore, likely to be useful to the organization not only in spite of, but because of, his handicap, provided the work is suited to his capacity. It should be the industrial physician's endeavor to fit him into a task that he can do."

O. F. McShane, member of the Industrial Commission of Utah, who took part in this discussion, remarked:

"I still believe, with the majority of the commissioners here, that this is a problem for education of the employer, and that when an employer selects a man he should intelligently select that man and place him in suitable employment; if that is done, I feel that the extra hazard of employing a defective man is very slight indeed.

"I had occasion to make a comparison between two employers in our State, the International Smelting Co., which employs a large number of men, and the United States Smelting, Mining & Refining Co. The International Smelting Co. gives a very rigid physical examination, but asks for no waiver and turns no man down because of a physical disability if something can be found, and usually something is found in the plant for him to do.

"The other company turns men down. Waivers cannot be taken in our State and the experience of those two companies is in favor of the International Smelting Co. It has fewer industrial accidents per man-hour exposure than the company which turns down the defectives.

"I want to make one comment regarding the loss of an eye, which was referred to and emphasize the statement that was made by the doctor. This smelting company, the United States Smelting Co., employs a great number of men who have but one eye, because of the fact that if such a man loses another member, the company is charged only with the member that is lost while in its service, and the man is compensated out of the combined-injury benefit fund of Utah for permanent total disability, after the second employer has discharged his legal obligation. The experience in that plant for 3 years showed that the men with only one eye had a better experience than the men with both eyes, proportionately, because those with but one eye were more careful."

There is also a place in almost every industrial plant for the blind employee. Employers generally are skeptical as to whether the blind can adapt themselves to industrial processes, but some of them have been educated through the placement of blind workers in their plants. J. M. Woltz, safety director of the Youngstown Sheet & Tube Co., wrote to the Youngstown Society for the Blind, as follows:

"For some years now we have had in our employ men sent to our plant by your organization. I am frank to state we were very pessimistic when first approached regardng the placing of totally blind persons in our mills. After your blind agent had demonstrated his ability to do certain classes of work that we had, before that, considered essentially for men of normal vision, we took on several blind persons.

"One was placed in our tube mill, on a socket machine, and his work has proven eminently satisfactory in every way. As a matter of fact, his production has been greater than the men alongside him on similar machines whose operators had normal vision."

Some of the processes to which the blind have successfully adapted themselves are:

*Abattoirs.*—Linking sausage and weiners, wrapping hams and bacon.

*Aluminum.*—Riveting handles, sorting scrap foil, primary grinding.

*Automobiles.*—Stuffing cushions, making upholstery buttons, unit assemblies, operating production machines, such as drill presses, milling and tapping machines, broaching, primary grinding, bolt threading.

*Bakery.*—Delivery from ovens, carton forming, packing.

*Bedding.*—Spring assemblies, making springs, filling mattresses.

*Bolt and nut.*—Threading, tapping, assembly, and packing.

*Boxes.*—Corner cutting, ending, and staying machines.

*Bottling.*—Building and repairing cases, delivery from filling machine.

*Candy.*—Filling belt of enroving machine, wrapping, and packing bars.

*Cement.*—Filling bags on compressed-air machine.

*Electrical.*—Stacking laminations, winding and taping coils, assemblies, machine processes similar to automobile.

*Farm machinery.*—Unit assembly, grinding knives, machine processes.

*Pumps.*—Assembly of parts, all processes, making of leather and fiber washers.

*Rubber.*—Trimming mechanical rubber goods, stringing metal washers on wires for rubber heel machines. Packing.

*Soap.*—Wrapping, cutting in slabs.

*Stoves.*—Assembly of parts, drilling and grinding.

*Tannery.*—Hanging hides, skiving.

*Sporting goods.*—Stringing tennis racquets.

*Tobacco.*—Stripping and packing.

A special study made by Roy N. Anderson, entitled, "The Disabled Man and His Vocational Adjustment," published in 1932, reveals that of 4,404 case histories of men with orthopedic handicaps, covering a period of 13 years, a lower incidence of accidents was found as compared to a control group. Only 8 men were reported to have incurred second injuries. These workers held 10,176 jobs, of which there were 635 different types of work, representing 70 percent of the 557 occupations and occupational groups listed in the United States census for 1930.

This study reveals the great versatility of jobs held by physically handicapped workers, in addition to the smallness of their number involved in industrial accidents. It has been proven in many instances where a physically handicapped person is employed that such a worker gives greater care to the performance of his work than does a normal person. He begins his day's work with two strikes counted on him already, and he takes every precaution against being struck out altogether either through an industrial accident or less efficient work.

### CONNECTICUT WORKMEN'S COMPENSATION REGULATIONS

Section 5267 waiver on account of physical defect: The Connecticut Workmen's Compensation Act adopted in 1913 and as subsequently amended, makes special provision for the employment of persons with physical defects without imposing an unusual hazard upon an employer or depriving the worker of any rights to compensation unless an injury sustained in the course of employment is determined to be attributable in a material degree to the physical defect of the worker. Form No. 37–B of the Workmen's Compensation Commission of Connecticut, "Waiver on Account of Physical Defect," is quite generally used by employers when hiring physically handicapped persons.

### SECOND INJURIES

The reasons advanced by many employers for not considering favorably the employment of persons with physical defects is increased liability in the event of a further injury.

The Compensation Act was amended in 1937 to cover this situation. Whether employed on the basis of a "waiver" or not, a worker incurring a second injury is entitled to compensation only for the extent of injury actually incurred in the course of employment with the new employer.

Such a situation is covered in Section 5286, which reads as follows:

"An employee who shall have suffered the loss or loss use of one of the members of his body, or part of one of the members of his body, or the reduction of vision in one eye to one-tenth or less of normal vision with glasses, shall not receive compensation for a later injury in excess of the compensation allowed for such injury when considered by itself and not in conjunction with the previous incapacity."

## EXHIBIT 20.—APPLICATIONS TO CENTRAL HOMES REGISTRY

### COMPILED BY T. E. BUELL, CENTRAL HOMES REGISTRY, HARTFORD, CONN.

JUNE 15, 1941.

### *Defense Workers (New)—77*

| | |
|---|---|
| Size of quarters desired: | |
| 1 to 2 rooms | 8 |
| 3 rooms | 7 |
| 3 to 4 rooms | 15 |
| 4 rooms | 18 |
| 4 to 5 rooms | 18 |
| 5 or more rooms | 10 |
| Ability to pay: | |
| To $29 | 5 |
| $30 to $34 | 6 |
| $35 to $39 | 18 |
| $40 to $44 | 23 |
| $45 to $49 | 12 |
| $50 up | 13 |

| | |
|---|---|
| Number of children in families: | |
| None | 25 |
| 1 | 22 |
| 2 | 11 |
| 3 | 9 |
| 4 or more | 5 |
| Not stated | 5 |

Of 77 applicants, 12 desire furnished quarters.

### *Defense Workers (Native)—37*

| | |
|---|---|
| Size of quarters desired: | |
| 1 to 2 rooms | 2 |
| 3 rooms | 4 |
| 3 to 4 rooms | 5 |
| 4 rooms | 4 |
| 4 to 5 rooms | 11 |
| 5 rooms | 11 |
| Ability to pay: | |
| To $29 | 5 |
| $30 to $34 | 6 |
| $35 to $39 | 7 |
| $40 to $44 | 16 |
| $45 to $49 | 1 |
| $50 up | 2 |

| | |
|---|---|
| Number of children in families: | |
| None | 7 |
| 1 | 9 |
| 2 | 8 |
| 3 | 3 |
| 4 | 1 |
| 5 | 3 |

Of 37 applicants, only 2 specify furnished quarters. Thirteen applicants mention rent raise or receipt of eviction notice.

### *Nondefense workers (new)—26*

| | |
|---|---|
| Size of quarters desired: | |
| 1 to 2 rooms | 3 |
| 3 rooms | 3 |
| 3 to 4 rooms | 4 |
| 4 rooms | 5 |
| 4 to 5 rooms | 3 |
| 5 or more rooms | 8 |
| Ability to pay: | |
| To $29 | 1 |
| $30 to $34 | 3 |
| $35 to $39 | 3 |
| $40 to $44 | 4 |
| $45 to $49 | 2 |
| $50 up | 13 |

| | |
|---|---|
| Number of children in families: | |
| None | 7 |
| 1 | 8 |
| 2 | 7 |
| 4 | 2 |
| Not stated | 2 |

Of 26 applicants, 7 desire furnished quarters.

### *Nondefense workers (native)—44*

| | |
|---|---|
| Size of quarters desired: | |
| 1 to 2 rooms | 3 |
| 3 rooms | 3 |
| 3 to 4 rooms | 7 |
| 4 rooms | 9 |
| 4 to 5 rooms | 11 |
| 5 or more rooms | 11 |
| Ability to pay: | |
| To $29 | 7 |
| $30 to $34 | 10 |
| $35 to $39 | 12 |
| $40 to $44 | 11 |
| $45 to $49 | 2 |
| $50 up | 2 |

| | |
|---|---|
| Number of children in families: | |
| None | 9 |
| 1 | 8 |
| 2 | 11 |
| 3 | 7 |
| 4 | 4 |
| 5 or more | 5 |

Of 44 applicants, 5 desire furnished quarters; 20 applicants mention rent raise or receipt of eviction notice.

## REFERRALS—PLACEMENTS

### *Referrals—Family dwelling units*

(Vacancies to which applicants have been referred)

| | |
|---|---|
| Defense: | |
| Unfurnished | 199 |
| Furnished | 27 |
| | 226 |

| | |
|---|---|
| Nondefense: | |
| Unfurnished | 97 |
| Furnished | 7 |
| | 104 |

### *Referrals—Rooms*

| | |
|---|---|
| Defense | 64 |
| Nondefense | 47 |

### *Placements—Family dwelling*

| | Defense | Nondefense |
|---|---|---|
| $30 to $34 | 3 | 8 |
| $35 to $39 | 8 | 4 |
| $40 to $44 | 8 | 5 |
| $45 to $49 | 7 | ----- |
| $50 and up | 6 | 3 |
| Total | 32 | 20 |

### *Placements—Rooms*

| | |
|---|---|
| Defense | 26 |
| Nondefense | 12 |

### AVAILABLE QUARTERS

*Family dwelling units*

| | Unfurnished | Furnished | Resort cottages and city sub-lets |
|---|---|---|---|
| To $29 rent | | | |
| $30 to $34 | | 2 | |
| $35 to $39 | | | 1 |
| $40 to $44 | | 4 | 3 |
| $45 to $49 | 3 | 1 | 4 |
| $50 and up | 19 | 8 | 25 |
| Total | 22 | 15 | 33 |

NOTE.—Of 37 city vacancies, 26 will not take children.

Rooms:

| | |
|---|---|
| Single | 257 |
| Double | 190 |
| Suites and triplets | 13 |
| Total | 360 |

The CHAIRMAN. The committee will stand adjourned and, Mr. Reporter, the record will be kept open until these gentlemen have submitted the various papers that are to be forwarded to the committee in Washington.

(Whereupon, at 3:30 p. m., the committee adjourned. subject to the call of the chairman.)

# INDEX

Page

- Agriculture (*see also under* Employment):
  - Dairying 5396, 5405, 5438, 5453
  - Fruit and berries 5086, 5395, 5400, 5438, 5452
  - Growers' organizations: Policies, programs, recommendations, requests 5386, 5396, 5410, 5423, 5426–5428, 5441, 5450
  - Mechanization 5396
  - Peak periods for various crops 5395
  - Relation to defense program 5386, 5403, 5418, 5448
  - Tobacco 5023, 5395, 5399, 5402, 5410–5420, 5426, 5432, 5437–5444
  - Vegetables 5402, 5438, 5452
- Bridgeport:
  - Employment situation 5456
  - Federal aid 5357
  - Health 5356, 5361, 5482, 5483, 5484
  - Housing 5188, 5192–5196, 5356, 5358–5360, 5481, 5511
  - Labor supply 5365
  - Municipal services 5357, 5481
  - Post-emergency prospects 5360
  - Recreational facilities 5356
  - Sanitation 5361
  - Schools 5361
  - Welfare 5484–5487
- Contracts. (*See under* Industry.)
- Credit union, East Hartford Aircraft 5476–5478
- Defense industry. (*See under* Industry.)
- Defense projects, proposed (*see also under* Housing) 5037–5039
- Defense workers' problems 5117–5123, 5138–5144, 5275–5278, 5319–5325
- Discrimination. (*See under* Employment.)
- Employment (*see also* Migration):
  - Agricultural:
    - Child Labor 5397, 5400, 5403, 5411, 5412, 5422, 5423, 5429, 5433, 5445–5447, 5433
    - Clearance 5084, 5087
    - Farm Security Administration analysis of farm labor in Connecticut, 1941 5437–5454
    - Labor relations 5429–5434
    - Labor supply 5394, 5447, 5449, 5452–5454
    - Legislative needs 5423–5428, 5433
    - Living conditions 5424, 5445–5452, 5466
    - Negro 5406–5411, 5422, 5437, 5465, 5466
    - Placement 5085, 5389
    - Recommendations by Farm-labor Committee of Defense Council 5387–5396
    - Recruiting 5083, 5084, 5092, 5096–5106, 5387–5406, 5411, 5422, 5435–5437, 5443, 5444, 5450, 5508–5510, 5516
    - Relation to industrial labor market 5403, 5418, 5425, 5428, 5448
    - Shortage 5083, 5084, 5086, 5088, 5092, 5107, 5108, 5112, 5113, 5386–5396, 5449
    - Specialization of summer labor 5429
    - Student workers 5084, 5087–5091, 5387–5390, 5397, 5405–5408, 5422, 5453
    - Supply 5394, 5447, 5449, 5452–5454
    - Survey of farm-labor by Connecticut Employment Service 5083
    - Tobacco 5023, 5433–5439, 5442–5448, 5455

Page

- Employment—Continued.
  - Agricultural—Continued.
    - Wages and hours 5397, 5398, 5405–5412, 5418, 5422, 5423, 5424, 5425, 5429, 5430, 5432, 5446, 5453,
    - Warehouse workers 5408, 5423, 5429, 5430
    - Weekly report farm-labor situation (May 31, 1941) 5088
    - Women 5397, 5400, 5403, 5408–5410, 5411, 5412, 5445–5447, 5453
    - W. P. A. 5389, 5404, 5454–5459
  - Connecticut State Employment Service 5053, 5054, 5056, 5083, 5244, 5247, 5264, 5270
  - Cooperation between employers 5240, 5241, 5517
  - Discrimination:
    - Against age 5058, 5316
    - Against aliens 5058, 5115, 5254–5255
    - Against color 5058, 5114, 5248, 5252, 5260, 5297, 5299–5302, 5316–5318, 5456–5459, 5463, 5464
    - Against migrants 5082, 5424
    - Against nationality 5115, 5254, 5297, 5456–5459
    - Against physically handicapped 5256–5258, 5507
    - Against women 5058, 5023, 5115, 5248, 5259
    - Legislation 5293
  - Dismissal wage 5028, 5273
  - Effect of priorities in materials 5297, 5298, 5368
  - Job transfers 5241
  - Placements 5108
  - Pratt-Whitney:
    - Pay-roll increases 5318
    - Point of origin of employees 5312, 5313, 5314, 5319
    - Policies 5316–5319
    - Training program 5311, 5312, 5314, 5315
  - Priority of local applicants 5239
  - Recommendations to employers 5240, 5243
  - Recruitment 5054, 5236, 5242, 5243, 5458, 5516–5517
  - Registry of working population 5112
  - Report on emergency employment problems 5241–5244
  - Shift to defense 5112
  - Shortages 5053, 5220–5222
  - Sources 5052, 5054, 5055, 5059, 5110, 5117, 5220, 5249–5252, 5499
  - Summary of plants' ability to expand without extra skilled labor 5502
  - Three-shift basis 5235, 5522
  - Trade school graduates 5111
  - Types of occupations 5058
  - United States Employment Service 5055
  - Voluntary savings plan 5272
  - Wages and hours 5131–5136, 5298, 5315, 5501–5506
  - Women 5023, 5058, 5115, 5248, 5259, 5316, 5370
  - W. P. A. 5094, 5110, 5250, 5295, 5455, 5456, 5457, 5458, 5459
- Federal aid:
  - Children's Bureau 5281
  - Defense projects 5037–5042, 5049
  - In lieu of taxes 5043
  - Lanham Act 5145, 5177, 5178, 5193, 5391
  - Social Security:
    - In relation to agricultural labor 5413, 5425–5428, 5434
    - Unemployment compensation 5369, 5370, 5371, 5386, 5459–5461
- Groton:
  - Electric Boat Co 5470
  - Housing 5474
  - Schools 5146–5148, 5178
  - United States submarine base 5496
  - Water supply 5284

Page

- Health:
  - Board of Health (Hartford) 5030–5031
  - Board of Health (State) 5279–5281
  - Bureau of industrial hygiene 5196–5204
  - Facilities 5030, 5480
  - Hospitals 5030, 5032, 5034, 5044, 5050, 5342, 5348
  - Industrial medical service 5213–5219
  - Negro 5465
  - Nutritional program for defense workers 5215–5217
  - Occupational environment:
    - Hazards 5206–5208
    - Sanitary code 5204, 5219
    - Toxic materials 5205
  - Provision for nonsettled people 5045, 5046
  - Venereal diseases 5032–5034, 5045, 5465
- Housing:
  - Conflict between private and public programs 5479
  - Effect of shortage on labor turn-over 5380, 5451
  - Evictions 5131–5137
  - Farm labor 5087, 5390, 5391, 5405, 5406–5408, 5411, 5422, 5430, 5446, 5452, 5466
  - Government:
    - Coordination 5025, 5191, 5194, 5335, 5385
    - Cooperation of local interests 5333
    - Demountable 5027
    - Effect of defense activity 5327
    - Federal problem 5023
    - Financing provision of Housing Act 5515
    - Hartford Housing Authority 5326–5328, 5379
    - Large family 5383
    - Projects 5030, 5043, 5065, 5192, 5328, 5329–5334, 5335
    - Recommendations to Federal agencies 5037, 5295, 5296
    - Recommended program for Connecticut defense area 5511–5516
    - Rent structure 5336
    - Servicing defense housing 5044
    - Situation prior to emergency 5327
    - Slum clearance 5027, 5043, 5188, 5331, 5332, 5333
    - State program 5335
    - Temporary 5189, 5377
    - Tenant eligibility 5328, 5329, 5338, 5339
  - Homes and rooms registration 5030, 5190, 5379, 5383, 5516, 5531
  - Mobile 5489, 5490
  - Negro 5464, 5465
  - Post-emergency 5274
  - Private building 5192, 5193, 5333, 5379, 5380, 5384
  - Problem in Connecticut defense area 5059
  - Relation to public welfare 5130–5131, 5132, 5340–5342
  - Rent control 5296, 5334, 5380–5383, 5386
  - Rent profiteering 5023, 5044, 5191
  - Rent rises 5130, 5340–5342, 5348, 5379
  - Shortages 5117–5122, 5138–5144, 5275–5278, 5293, 5294, 5319–5325, 5331, 5362–5364, 5379, 5380, 5381, 5382–5386, 5478
  - State-wide committee 5190
  - Substandard 5328, 5331–5333, 5379, 5380
  - Summary of public and private dwelling construction 5035–5036
- Industry:
  - Defense contracts:
    - Awarding power 5261
    - Connecticut's participation 5022, 5024, 5052
    - Distribution 5261
    - Farming out 5262, 5268–5270
    - Subcontracting 5264, 5271
  - F. W. A. report on industrial activity and W. P. A. employment 5454–5459
  - In Bridgeport 5456

Industry—Continued. Page
- In Hartford 5458
- In New Haven 5457
- Industrial facilities:
  - Classification code (industry) 5266
  - Classification code (machine) 5265, 5266
  - Decentralization 5386
  - Six indexes 5263, 5268
  - Survey by questionnaire 5263, 5265, 5266, 5270
- Industrial plants:
  - American Brass Co 5515
  - Chase Brass and Copper Co 5515
  - Colt's Patent Firearms Co 5029
  - Connecticut Co 5258
  - Electric Boat Co 5179, 5470, 5515
  - Ingraham Clock Co 5297
  - Patent Button Co 5515
  - Pratt-Whitney 5029, 5311–5319
  - Royal Typewriter Co 5143
  - Scovill Manufacturing Co 5183, 5515
  - Underwood-Elliott-Fisher 5320
  - United Aircraft. (*See* Pratt-Whitney.)
  - Waterbury Farrell Foundry & Machine Co 5515
  - Winchester Repeating Arms Co 5183, 5248
  - Wiremold Co 5258
  - Yale and Towne Manufacturing Co 5258
- Manufacturers' Association of Connecticut:
  - Committee on emergency employment problems 5185
  - Industrial conference 5185
  - Preparation for defense 5184, 5185
  - Subjects and witnesses 5186

Labor. (*See* Employment.)

Lanham Act. (*See under* Federal Aid.)

Legislation:
- Existing:
  - Indigent transfer law 5087, 5113
  - Lanham Act 5145, 5177, 5178, 5193, 5391
  - Settlement laws 5353, 5354, 5373, 5424
- Proposed:
  - Antidiscrimination 5293
  - Amendment to Lanham Act 5393
  - Rent control 5023, 5191, 5295, 5334, 5380–5383, 5386

Manufacturers' Association of Connecticut. (*See under* Industry.)

Maps:
- Defense housing projects 5292 b
- Industrial 5292
- Trailer camps 5292 a

Migrant workers' problems 5371–5376, 5406–5410, 5423

Migration:
- Advantages 5240
- Agricultural 5443–5444
- Ansonia district 5059, 5081–5082
- Bridgeport district 5061, 5081–5082
- Bristol district 5062, 5081–5082
- Causes 5058, 5082, 5240, 5410
- Chart showing distribution, source status, reason for migration 5081
- Danbury district 5063, 5081–5082
- Danielson district 5064, 5081–5082
- Depletion of rural areas 5059
- Disadvantages 5240
- Distribution of migratory load 5059–5080
- Hartford district 5065, 5081–5082
- Health and transiency 5424
- Importation of workers 5237
- Indigent transfer law 5113
- Interstate clearance 5087, 5245

- Migration—Continued. Page
  - Intrastate 5109
  - Marital status 5029, 5058
  - Meriden district 5067, 5081–5082
  - Middletown district 5068, 5081–5082
  - New Britain district 5069, 5081–5082
  - Motor-vehicles report 5487–5489
  - Negro farm labor 5408–5410
  - Negro student 5406–5408
  - New Britain district 5069, 5081–5082
  - New Haven district 5071, 5081–5082
  - New London district 5072, 5081–5082
  - Norwalk 5074, 5081–5082
  - Problems 5244
  - Relation to housing 5059
  - Settlement laws 5353, 5354, 5373, 5424
  - Sources 5029, 5081, 5239
  - Stamford district 5075, 5081–5082
  - Status as to skill of migrants 5082, 5372
  - Thompsonville district 5076, 5081–5082
  - Torrington district 5077, 5081–5082
  - Transient case study (basis for Government Bulletin No. 258, 1937–38) 5424
  - Trends 5057
  - Undirected 5236, 5272–5273
  - Volume 5057
  - Waterbury district 5078, 5081–5082
  - Willimantic district 5080, 5081–5082
- Negro. (*See under* Health, Housing Employment.)
- New Britain:
  - Fire and police protection 5309
  - Garbage and refuse disposal 5306–5308
  - Hospitals 5306–5308
  - Housing 5304, 5307, 5514
  - Migration 5069, 5081–5082
  - Population increase 5308
  - Recreation 5306, 5310
  - Sewerage 5304, 5306
  - Streets and access roads 5306–5309
  - Water supply 5304, 5305, 5308, 5309, 5310
  - Welfare 5306
- New London:
  - Defense industries 5474–5475
  - Delinquency and crime 5469
  - Employment 5470
  - Government agencies 5469
  - Health 5472–5473
  - Housing 5470–5471, 5514
  - Labor shortage 5470
  - Migration 5072, 5081–5082
  - Recreation 5466–5469
  - Schools 5472
  - Unemployment Compensation 5461
  - Water supply 5284
- Population:
  - Connecticut 5289–5291
  - Hartford 5022, 5042
- Post-emergency planning:
  - Industrial prospects 5272–5275, 5367–5371, 5376
  - Inflation 5047
  - Post-defense orders 5048
  - Public works 5026, 5027, 5048
  - Social welfare 5138
- Priorities:
  - Effects upon labor 5247, 5297, 5368
  - Metals 5262, 5272

Public Services: (*See also* Health: *see under* Bridgeport), Groton, New Britain, New London, Waterbury.

Page

- Police:
  - Hartford 5047
  - New Britain 5309
- Recreation:
  - All defense areas 5059
  - Hartford area 5065
- Sewerage:
  - Connecticut 5286–5288
  - East Hartford 5479
  - Facilities for defense housing 5288–5289
  - Hartford 5034
- Water supply:
  - Connecticut 5282–5286
  - East Hartford 5479
  - Facilities for defense housing 5288, 5289
  - Hartford 5283

Residence requirements. (*See* Settlement laws.)

Schools:
- Age-grade report 5162
- All defense areas 5144–5179
- Bridgeport area 5145
- Changes in secondary school subject elections, September 1941 5164
- Children under school age 5176
- Defense training in public schools 5180
- Drop-outs 5180
- East Hartford 5147
- Elementary 5145, 5148, 5149, 5150, 5152, 5154, 5156, 5158, 5160, 5162
- Enumeration of children between ages of 4–16 5149
- Estimated gain or loss in enrollment (1939–41) 5148
- Expenditures 5173–5175
- Financial data 5175
- Groton area 5146–5148, 5178
- Hartford area 5147
- Lanham Act 5177–5179
- Milford area 5178
- Secondary 5145, 5151, 5153, 5155, 5157, 5159, 5161
- Suburban and rural (elementary) 5145
- Suburban and rural (high) 5145
- Teacher shortage 5165–5168
- Teacher sources 5166
- Teacher load 5180
- Teachers' college enrollment and graduates 5166–5167
- Transportation 5173
- Waterbury area 5146–5148

Settlement laws 5025, 5142, 5143, 5353–5355, 5374–5376

Social security. (*See under* Federal aid.)

Transiency. (*See* Migration.)

Traffic 5046

Vocational training:
- Apprenticeship council 5221, 5225–5226, 5238
- Apprenticeship training 5225
- Courses 5168, 5170, 5172, 5173, 5222, 5223, 5228–5232
- Engineering training 5055, 5224, 5234
- Enrollment data 5170, 5171
- For in-migrants 5109
- Minimum standards in 17 plants 5226
- National Youth Administration 5111, 5220, 5224, 5235
- Number of students in training, June 1941 5234
- On-the-job training 5168, 5518, 5519, 5521
- Pratt-Whitney program 5311, 5312, 5314–5316
- Preemployment courses 5055, 5222, 5223, 5237
- Preemployment training 5055, 5168, 5237
- Prerequisites for training 5235
- Supplemental 5055, 5168, 5222, 5223

Vocational Training—Continued. Page
- Trade-school graduates (1932–1940) 5094–5096
- Trade schools 5222, 5224, 5237, 5311, 5314
- Two-hundred-hour course 5237, 5299, 5314, 5501
- Types of training 5519–5522
- Upgrading and training 5054, 5221
- Women 5055, 5168, 5173
- W. P. A. 5234

Waterbury:
- Employment and business indexes 5493–5499
- Health 5491–5492
- Housing 5515
- Migration 5078, 5081, 5082
- Recreation 5491
- Schools 5491
- Sewerage 5491
- Unemployment compensation 5461
- Water supply 5284

Welfare, public (*see also* Health):
- Case load for various years 5340
- Cooperating agencies 5353
- Council of Social Agencies:
  - Agencies in juvenile field 5130
  - Applications during two weeks of May 1941 5129
  - Case council 5126
  - Case-work division 5126
  - Central planning council 5127
  - Citizens Committee for Social Welfare 5127
  - Community Chest 5127
  - Community organization division 5126
  - Effects of defense program 5127
  - Expenditures 5128
  - Field of service 5123
  - Group work division 5126
  - Organization 5126
  - Rooms registry 5130
  - Social-service exchange 5126
  - Statistics on services rendered 5129
  - Temporary care 5137
- Food cost rises 5343, 5344
- Municipal nursery 5217, 5349–5352
- Relief:
  - Expenditures 5345
  - In relation to residence requirements 5374
  - Responsibility 5353, 5354, 5355
  - Transients 5374, 5375
  - Uniform public assistance 5374–5375
- Salaries and wages (Hartford Department of Public Welfare) 5345
- Vice 5465

Workmen's compensation 5531

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